

TRAFFIC IN LONDON



CONSULTATION ON DRAFT TRAFFIC MANAGEMENT AND PARKING GUIDANCE FOR LONDON FROM THE SECRETARY OF STATE



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**THE DEPARTMENT
OF TRANSPORT**

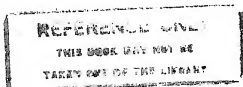
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CORRECTION

PLEASE NOTE THAT IN PARAGRAPH 15.6 ON PAGE 67 ALL
REFERENCES TO SECTION 62 OF THE ROAD TRAFFIC ACT 1991
SHOULD BE TO SECTION 69 OF THAT ACT.

CONTENTS

	Page
1. INTRODUCTION	1
Comments	2
2. LONDON'S NEEDS AND THE GOVERNMENT'S APPROACH TO TRAFFIC IN LONDON	3
The needs	3
The Government's approach	4
3. APPLICATION OF THE APPROACH AND FURTHER TRAFFIC MANAGEMENT ACTION	8
Central London	8
Docklands, East London and other Inner City Areas	8
Outer London	9
4. ISSUES TO BE TAKEN INTO ACCOUNT IN DEVELOPING TRAFFIC MANAGEMENT POLICIES AND SCHEMES	11
The Secretary of State's aims for road safety	11
Environmental aims	12
Traffic calming	14
Aims for buses	14
Freight	16
Cycling	16
Pedestrians	18
People with disabilities	19
The role of local authority Transport Policies and Programmes and Unitary Development Plans	20
5. HOW RED ROUTES AND NEW LOCAL AUTHORITY PARKING ENFORCEMENT FIT INTO THE GOVERNMENT'S APPROACH TO TRAFFIC IN LONDON	21
The need for a new initiative	21
The particular aims of red routes and how they will help	21
The red route network and the hierarchy of London's roads	22
The case for new local authority responsibilities for parking enforcement	23
Parking strategy and the development of local authority parking policies	24
6. ROLE OF THE TRAFFIC DIRECTOR	27
The main task	27
The Director's status	27
The Traffic Director's network plan	27
Preparing and implementing local plans	28
Local plans where the local authority is the highway authority	29
Local plans for red routes on trunk roads	30
The Traffic Director and traffic signals	31
Informing the Traffic Director of changes affecting red routes	31
The Traffic Director and Streetworks	31
The Traffic Director and "designated" roads	32
Traffic Director and planning applications	32
The Citizens' Charter	32
Finance	33



7.	PARKING ON RED ROUTES	34
	The red route controls	34
	Double red lines	35
	Single red lines	36
	Red boxes	36
	White boxes	37
	The red route signs	37
	General exemptions from the red route controls	38
	Provision for people with disabilities	38
	Arrangements for maintenance and streetworks	39
8.	ENFORCING THE RED ROUTE PARKING CONTROLS (INCLUDING THE TREATMENT OF ORANGE BADGE HOLDERS)	42
	Action by the police	42
	Action by the local authorities and liaison with the police	43
	Treatment of vehicles displaying an Orange Badge	43
9.	TRAFFIC MANAGEMENT MEASURES ASSOCIATED WITH RED ROUTES	45
	Measures to provide special help to buses	45
	Measures to assist cyclists	45
	Measures to assist pedestrians	46
	Measures to assist people with disabilities	46
	Side roads and traffic calming	46
10.	THE NEW DECRIMINALISED SYSTEM: "PERMITTED" PARKING AND "SPECIAL PARKING AREAS" (SPAs)	48
	Coverage of the new system	48
	The continuing role of the police	48
	Main objectives from the RTA 1991	49
	The Joint Parking Committee	51
	Parking adjudicators	52
	Application of the system to Orange Badge holders	53
	Liaison with the police	53
	Liaison with the Traffic Director	54
11.	LEVELS OF PARKING CHARGES	55
12.	"ADDITIONAL PARKING CHARGES"	57
	Levels of penalty charges and their relationship with Fixed Penalty Notices	57
	Wheelclamping, removal, storage and disposal charges	58
	Consultation on the level of "additional parking charges"	59
	Submission of proposals	59
	Publication of "additional parking charges"	59
13.	THE PROVISION AND MANAGEMENT OF THE NEW LOCAL AUTHORITY PARKING SERVICES	61
14.	RESPONSIBILITY FOR PARKING ATTENDANTS AND THEIR STANDARDS, TRAINING AND UNIFORMS	63
	Code of Operating Practice	63
	Attendants' duties and the qualities required	63
	Training	64
	Uniforms	64

15.	GUIDELINES ON LOCAL AUTHORITY WHEELCLAMPING AND REMOVAL	66
	The new local authority powers	66
	Wheelclamping guidelines	66
	Guidelines for removals	67
	Arrangements for release and recovery	68
16.	ARRANGEMENTS FOR INTRODUCING THE NEW DECRIMINALISED PARKING CONTROLS	70
	Introducing the controls for "permitted" parking	70
	Introducing the controls for SPAs	71
	Applications to the Secretary of State	71
17.	DIPLOMATIC REGISTERED VEHICLES AND PARKING CONTROLS	76
	Vehicles covered by special arrangements	76
	Consequences of the Vienna Convention	76
	Exemptions from wheelclamping and removal	77
	Recovery of unpaid PCNs	78
18.	COACH PARKING	79
ANNEX 1.	TRAFFIC CALMING	81
	Introduction	81
	Legislation	81
	Consultation	82
	Speed Reduction Techniques	83
	20mph Speed Limit Zones	86
	Provisions for cyclists, pedestrians and people with disabilities	87
ANNEX 2.	Measures to help the movement of buses	88
ANNEX 3.	Principal objectives for capital expenditure on local roads and parking	90
ANNEX 4.	Determination under section 74(7) of the Road Traffic Act 1991. Publication of the levels of additional parking charges.	92
ANNEX 5.	Determination under section 63A(4) of the Road Traffic Regulation Act 1984. Uniforms of local authority parking attendants to be worn when exercising prescribed functions in Greater London.	93
FIGURES.	1 to 8. Red route signs and markings.	
INSERT.	Traffic in London - Consultation on proposals for a Priority Route Network.	

DRAFT TRAFFIC MANAGEMENT AND PARKING GUIDANCE FOR LONDON FROM THE
SECRETARY OF STATE FOR TRANSPORT

1. INTRODUCTION

1.1 The Road Traffic Act (RTA) 1991 received Royal Assent on 25 July 1991. Part II of the Act is concerned with improving traffic conditions in London. It provides for the Secretary of State to designate a network of priority routes (commonly known as "red routes") and to appoint a Traffic Director for London to co-ordinate their implementation and operation. It also provides for the establishment of a new system of "permitted" parking at designated on-street parking places in London and for this system to be applied to other specified non-endorsable parking offences in "Special Parking Areas" designated by the Secretary of State. Parking offences covered by the new system will be decriminalised and enforced by the London local authorities using a new system of penalty charges.

1.2 Section 51 of the RTA 1991 provides for the Secretary of State to issue the London local authorities and the Traffic Director with new traffic management guidance for London and for this guidance to pay particular regard to red routes and the role of the Traffic Director. Section 63 of the Act provides for the Secretary of State to issue parking guidance to the London local authorities to help them co-ordinate their parking action and policies in London.

1.3 As the red routes and new parking systems are complementary, guidance under these two sections of the Act is being combined into this single document. The guidance is shown in *italics in heavy type* and is supported by policy and other background information. The document replaces the traffic management guidance issued to the London local authorities under paragraph 6 of Schedule 5 to the Local Government Act (LGA) 1985 on 8 April 1987 (Circular 2/87). It also complements the Secretary of State for the Environment's, Strategic Planning Guidance for London issued as RPG3 in September 1989. The Traffic Director and London local authorities will need to take the new guidance into account, particularly when acting in accordance with the provisions of the RTA 1991.

1.4 The document also includes the Secretary of State's determinations under section 74(7) of the RTA 1991 and section 63A of the Road Traffic Regulation Act (RTRA) 1984, which is introduced by section 44 of the 1991 Act. These determinations cover respectively the way in which the London local authorities should publish levels of additional parking charges they have set under section 74 of the RTA 1991 (see paragraph 12.10 below), and the uniforms London local authority parking attendants should

wear when exercising prescribed functions (see paragraphs 14.8-14.9 below).

1.5 A detailed description of the provisions of Part II of the RTA 1991 and of the associated parking provisions in Part I of the Act is contained in the Department's Local Authority Circular 4/91 published on 17 December 1991.

Comments

1.6 Comments on the contents of this draft guidance should be sent to London Traffic and Parking Policy Division, Department of Transport, Room C5/06, 2 Marsham Street, London SW1P 3EB by no later than 12 June 1992.

1.7 Any enquiries about the draft guidance should be sent to the above address or may be made to Peter Butler on 071-276-6084 or Alan Jarvis on 071-276-6105.

2. LONDON'S NEEDS AND THE GOVERNMENT'S APPROACH TO TRAFFIC IN LONDON

The needs

2.1 Transport in London presents a special challenge because of the scale of the city and its international importance. It is the largest city in Europe and has a resident population of 6.8 million. Over a million commuters travel to central London each day many of them from long distances. Almost 70 million day visitors use London's tourist facilities each year. Some 17 million visitors a year stay overnight in London, 10 million of them from overseas. Heathrow is the world's busiest international airport and Gatwick is not far behind. Docklands is a growing area of employment and the Isle of Dogs is developing into a third city centre.

2.2 British Rail and London Underground between them cater for 4 million trips daily to, from and within London and are vital for commuter traffic. Their importance is recognised in the support given by the Government to sustain and improve services. However, within London, roads provide the main and only practicable basis for most trips in many places. They are used daily by millions of bus passengers, car and taxi travellers, pedestrians and cyclists and for millions of goods journeys in complex patterns of movements serving London's many centres. Each weekday London residents make around 3 million bus trips, 8 million car journeys, 600 thousand journeys by motor or pedal cycle and around 14 million trips on foot. In addition about 4 million goods journeys are made daily in the capital. Demand for road space and parking far outstrips the capacity in some parts, particularly in central London, and many areas suffer from congestion. Congestion wastes an enormous amount of time and money as travellers are delayed and prevented from timing their journeys accurately. It can cause road accidents: over three-quarters of casualties from road accidents in Britain occur in towns and cities. It also causes pollution: slow moving traffic which constantly stops and starts produces high levels of fumes and noise as engines operate inefficiently and vehicles constantly brake and accelerate.

2.3 Demand for road and rail traffic grew strongly during the Eighties. Forecasting levels of future demand for transport in such a large urban area as London is necessarily problematical given the complexity of the many factors involved. But the indications are that both road and rail traffic will increase again over the next decade, and that by 2001, motor vehicle traffic could grow by the order of 1% to 2% per annum in inner and outer London and by less than 1% per annum in the central area.

2.4 The challenge is how to tackle congestion and ensure that London's transport systems respond to these demands so that London is an easier and more pleasant place in which to live, work and travel, and continues to make an important contribution to the national economy and the country's international standing.

The Government's approach

2.5 The Secretary of State has developed a broad approach to improving transport conditions in London to meet this challenge. It is an approach within which those with transport responsibilities in London can work. *Local authorities should take it into account when developing their traffic management and parking policies and both they and the Traffic Director should have regard to it in preparing their plans for red routes.*

2.6 The approach aims to provide for London's transport systems to cater for growth in London's economy and become safer, more efficient, more reliable and friendlier to the environment, relieving the worst congestion where this can be done without unacceptable environmental and social costs. It seeks to maximise the use of public transport where it offers a realistic alternative to the car, and to help it operate efficiently and safely so that it is attractive and well patronised.

2.7 Rail and underground are the main means of radial movement into central London, carrying 75% of commuter traffic into the area. Underground is also one of the main means of travelling within the inner and central areas. The Government is therefore promoting safe, efficient and attractive rail services, including those which meet the demand for rail travel to, from and within central London. It is facilitating record levels of investment in new and improved rail services, giving priority to meeting the growing demand for commuting by rail into central London and Docklands. It is providing a major part of the finance for this through grant in recognition of the wider economic and environmental benefits which cannot be recouped in other ways.

2.8 Buses are one of the main means of travelling in central London. They are also the most important form of public transport in outer London, where they can provide flexible services, including those on the important non-radial routes which feed and link the suburban centres. They are the most fuel efficient form of public transport when well used: for average loadings, a passenger mile by bus emits less CO₂ than a mile travelled in a car, train or taxi. They are the most environmentally acceptable option for journeys that cannot be made on foot or by bicycle. They are also used mostly by young and old people, who have no access to cars and who cannot undertake their journeys by other forms of public transport. In

the short to medium term, their greater use is the only way of significantly increasing the total capacity of London's public transport system. The Government therefore considers that the provision of bus services in London is essential and that their future must be safeguarded. It has developed a bus strategy for London to meet the task. The strategy, which was published for consultation in March 1991, includes plans to deregulate and privatise London's bus market as soon as possible in a new Parliament so that private sector operators can compete freely and fairly, providing services tailored to the needs of passengers. The strategy also provides for traffic management measures to assist the movement of buses and give them priority over other traffic.

2.9 The approach also includes action to extend London's main road network and improve its efficiency so that traffic needing to move around London can do so more easily, reliably and safely without using unsuitable roads off the network. The action is focused on the Strategic London Road Network, which comprises trunk roads, for which the Secretary of State is directly responsible, and principal local authority roads designated by the Secretary of State under the LGA 1985 to facilitate the movement of traffic. It includes schemes on trunk roads to improve links to the M25 and the rest of the national network, to provide better access to Docklands and East London and to tackle the worst places and causes of congestion and accidents. It also includes support to local authority road schemes, primarily to relieve congested town centres, and support to London Docklands Development Corporation (LDDC) schemes to improve access and movement in Docklands.

2.10 Action to improve these roads is in line with the Government's national policy objectives and programmes for the management and development of trunk roads and local authority roads as set out in successive white papers. The objectives for trunk roads are to assist economic growth by reducing transport costs, to improve the environment by removing through traffic from unsuitable roads in towns and villages and to enhance road safety. The local authority road schemes are being undertaken on roads of more than local importance, and support is being provided through the Transport Supplementary Grant (TSG). The purpose of TSG is to encourage local authorities to build or improve through routes which might not otherwise have a high priority in terms of purely local considerations (see also paragraph 4.30 below). Support to LDDC road schemes is being provided by the Secretary of State for the Environment.

2.11 *Traffic management and parking policies, including those for which local authorities are responsible, also make a significant contribution to improving traffic conditions on the main routes. The Secretary of State therefore seeks a coherent*

approach to the management of traffic and parking on these routes with a view to enabling both public and private transport to move as efficiently, smoothly and safely as possible; to improving conditions for vulnerable road users such as cyclists, pedestrians and people with disabilities; and to providing the opportunity for complementary measures to be introduced on neighbouring roads, so they are relieved of unnecessary traffic and traffic conditions are improved on an area-wide basis. The Secretary of State has put action in hand to support this approach. It includes a programme of small scale engineering schemes on trunk roads comprising measures to remedy stress points and bottlenecks and Local Safety Schemes to improve safety at specially identified sites. It also includes support to new traffic management technology, for example the introduction of urban traffic control systems such as SCOOT to improve the efficiency of London's traffic lights, and encouragement for the development of new driver information systems such as Autoguide, Trafficmaster and variable message signs to help drivers identify trouble spots and choose routes which avoid them. In addition, the Secretary of State is supporting better parking controls and arrangements. These include the extension and contracting out of wheelclamping operations and vehicle removals by the Metropolitan Police, the need for users of off-street public car parks to pay the full commercial price for the service, policies for limiting private non-residential off-street parking in new developments and the introduction of park and ride facilities in outer London.

2.12 All this action will be supported and enhanced by the introduction of "red routes" and new on-street parking systems under Part II of the RTA 1991 (see section 5 below).

2.13 Improving London road networks is important in fostering London's economic base and in improving the quality of life in the capital. The Secretary of State's aim is that the improvements should seek to cater for existing levels of traffic and acceptable traffic growth associated with new development. The Secretary of State recognises that it will not be possible to increase road capacity throughout London to meet all future demand. The social and economic costs of new road construction will often be too high, especially in inner and central London, and there is no point in increasing the capacity of roads leading into areas which are already at or near capacity. Some moderation in the growth of demand will be achieved by providing through traffic with good alternative routes around London, such as widening the M25, and by encouraging a switch to public transport by improving and extending London's rail networks, making bus travel more attractive and encouraging local authorities to adopt appropriate parking policies and parking standards associated with new development. Guidance on the development and co-ordination of local authority parking

policies, and on the introduction and operation of the new system of decriminalised parking controls, is given in sections 5 and 10 below. It will be for any further guidance on parking standards associated with new development to be included in revised Strategic Planning Guidance for London from the Secretary of State for the Environment.

2.14 For further action in the longer term, the Secretary of State has commissioned a wide ranging study into urban traffic congestion, both its cause and possible cures. The study will examine a range of issues, including the lessons to be learned from improving traffic management and public transport abroad and the question of road pricing in London and other British cities.

3. APPLICATION OF THE APPROACH AND FURTHER TRAFFIC MANAGEMENT ACTION

3.1 *The way the Secretary of State believes the approach to improving transport conditions should be implemented in different parts of London is set out in succeeding paragraphs of this section. The local authorities and the Traffic Director should take this into account in developing their respective traffic and parking policies and plans. Further guidance on the development and implementation of red routes and the new local authority parking system is given in sections 5, 7 and 10 below.*

Central London

3.2 Central London accounts for around one third of total employment in London. Over a million people commute to the area daily, three quarters of them by rail, either British Rail, Underground or both. Their number has increased by 17% since 1983 and is forecast to rise still further by 2001, with growth concentrated in major areas of redevelopment such as Kings Cross, Paddington and Bishopsgate. The British Rail and London Transport programmes are aimed at relieving the present severe overcrowding, improving safety and reliability and providing for growth.

3.3 By contrast, road traffic entering central London is growing at less than 1% annually. Only 14% commute by car. Their numbers have fallen by 12% since 1983 and the Secretary of State does not wish to encourage any increase. The Secretary of State's principal aim for the main radial roads into central London is therefore not to provide for increased traffic apart from catering for traffic at present using unsuitable local and residential roads and new traffic associated with further developments, but to ease traffic flow and improve the reliability of journeys, especially for buses. So apart from schemes needed to cater for development, it will be appropriate for major construction schemes on these roads to be limited to improvements designed to relieve junctions which are bottlenecks during the working day. As the social and economic costs of this work will normally be too high on roads in central London itself, where traffic and parking is at high levels, efforts there should be concentrated on traffic management. They should, in future, include more bus priority measures and the application of strict parking policies and parking standards in new developments.

Docklands, East London and other Inner City Areas

3.4 Docklands is the fastest expanding area of employment in London starting from an obsolete and inadequate infrastructure. Employment is forecast to increase from 25,000

in 1986 to 150,000 in 2001. The Isle of Dogs is developing into a third city centre and there are further and more varied development opportunities in East London generally. These include opportunities in the Royal Docks, Barking, Beckton, Rainham, the Lea Valley and the Greenwich Peninsula.

3.5 The regeneration of Docklands and East London, as for other areas in inner London, depends on improving access. The Docklands Light Railway has been extended to Bank. Another extension to Beckton is planned; and further extensions to Greenwich and Lewisham are proposed. The Jubilee Line extension will link the area to the West End, North and West London, Waterloo and London Bridge mainline stations, areas south of the river and Stratford, where the line could link up with Crossrail services and the proposed Channel Tunnel high speed link.

3.6 Major investment in trunk road schemes is planned to improve access to Docklands and East London, linking the area to the M25 and the Channel ports. This includes road improvements between Hackney and the M11, comprehensive improvements to the A13 and three new river crossings: the privately financed Queen Elizabeth II Bridge at Dartford, the planned East London River Crossing and a third bore for the Blackwall Tunnel. The investment is being complemented by the LDDC's investment in a new internal road system for Docklands, in particular providing better access to the Isle of Dogs from the City.

3.7 These road and rail schemes will involve investment of over £3 billion. Investment on this scale will inevitably take time to achieve. It will not solve all the transport problems in inner London, where further road construction will normally be ruled out by the social and environmental costs involved. *It will therefore be appropriate for inner city road improvements normally to be limited to schemes aimed at helping to relieve the worst bottlenecks. It will also be appropriate for traffic management and better parking policies and controls to be used to improve the reliability of the road system, take traffic out of residential areas, deal with traffic essential to the functioning of new development, moderate further traffic growth and enable buses to provide more attractive services.*

Outer London

3.8 The patterns of commuting and working trips in outer London are more diverse than those in other areas. For those trips which cannot be made by rail, buses are the most important form of public transport. In the absence of heavy parking restraint most trips are made by car, and substantial manufacturing and distribution activities are served by road. Traffic growth is faster than in other areas of London and many town centres are becoming congested. The need for road

improvements in outer London is therefore pronounced.

3.9 Croydon is developing a light rail scheme. The Government is supporting local authority road schemes, mainly to relieve town centres, and is undertaking major investment to improve the main orbital roads to take traffic around the inner and central areas and to minimise the distance it has to travel across the built-up area. The North Circular has been developed as an orbital route and is being comprehensively improved and extended via the East London River Crossing to the A2 at Falconwood. In South London the opportunities for improving the orbital routes is limited and emphasis will be on schemes to help relieve the bottlenecks, improve road safety and make better provision for buses. For much of outer London the M25 is the only orbital route and the Government's action plan to improve its operation and then widen it is expected to produce traffic benefits in London generally.

3.10 *It will therefore be appropriate for traffic management action in outer London to support the new road and light rail development by focusing on relieving congestion in busy town centres, concentrating on better parking controls and action to assist buses. Buses will continue to meet the main public transport need in this area, and it is here that deregulation is likely to produce most benefit.*

4. ISSUES TO BE TAKEN INTO ACCOUNT IN DEVELOPING TRAFFIC MANAGEMENT POLICIES AND SCHEMES

4.1 *The local authorities and the Traffic Director should also take account of the Secretary of State's aims and policies on the following issues in meeting their traffic responsibilities.*

The Secretary of State's aims for road safety

4.2 One of the primary aims of the Government's national road safety policy is to achieve a one third reduction in the number of road casualties by the year 2000, taking the average number of casualties over the period 1981 to 1985 as the baseline. A target of 17,100 fewer casualties for London has been agreed between the Secretary of State and the London local authorities; and, in conjunction with the Department of Transport, the Association of London Borough Engineers and Surveyors (ALBES) Road Safety Group has set each London local authority an individual casualty reduction target in proportion to the London-wide figure.

4.3 *The figures for individual London local authorities will include an element relating to trunk roads. These figures should be included in Road Safety Plans agreed between the local authorities and the Secretary of State. The plans should be prepared in accordance with recommendations in the Local Authority Associations' Code of Good Practice for Road Safety. They should include a safety management strategy to reflect the stages towards achieving the individual targets and should include references to specific safety initiatives. These initiatives should focus on engineering measures in connection with new construction or Local Safety Schemes on existing roads. Local Safety Scheme techniques already provide the most effective weapon for dealing with accident problems, and area-wide treatment techniques based on principles from Urban Safety Management are likely to become particularly important. Both techniques have special relevance for the most vulnerable road users. Vehicle safety measures and education and enforcement will also be important. Progress towards achieving the local authority targets will be monitored by the London Accident Analysis Unit (LAAU). They will continue to prepare annual reports. These will ensure that the measures are targeted accurately and will assess their effectiveness. Reference to guidelines on Urban Safety Management is included in DTp Traffic Advisory Leaflet 3/90.*

4.4 The Government is taking action in a number of areas to support the national casualty reduction target. Recent legislative changes have made it compulsory for adults to wear



seat belts in rear seats. They have also provided for heavy lorries to be fitted with speed limiters and for the introduction of 20 mph speed limit zones. The criteria for setting local speed limits are being reviewed and a joint committee from the Department and the County Surveyors' Society is studying the types of measures which can have an effect on speeds through villages. Local authorities will be receiving advice on this in due course.

4.5 Further provisions to help reduce casualties are included in Part I of the RTA 1991. These cover camera technology to detect speeding and traffic light offences, variable mandatory speed limits, for example outside schools at certain times of the day, and more severe penalties for dangerous driving. The provisions will be introduced as soon as practicable. Meanwhile, the Government is providing advice on vehicle standards, highway engineering and safety audits and is spending more than ever before on road safety publicity.

4.6 At the regional level, national trunk road schemes in London will include an additional focus on safety in both construction and maintenance features. In addition, a target has been set to complete the equivalent of 30 single site safety schemes each year as part of the Department's rolling programme. This programme focuses on locations where there are high concentrations of accidents. Work on Local Safety Schemes on all roads is eligible for Transport Supplementary Grant.

4.7 From 1 April 1991, the Department has required road safety audits to be carried out on trunk roads and motorways for all new works. The Department's Highways, Safety and Traffic Departmental Standard, HD 19/90, describes the stages at which audits are to be carried out, the elements to be considered and the monitoring of schemes after opening. Highways, Safety and Traffic Advice Note, HA 42/90, contains check lists to assist in the evaluation of works, and advises on the resources needed to carry out audits. *The Secretary of State recommends that highway authorities follow the principles of this advice note during the preparation, design and construction of their own schemes.*

Environmental aims

4.8 The Secretary of State places a high priority on making London's road system more sensitive to the environment. A main aim is to limit pollution from road traffic by reducing noise and harmful emissions from road vehicles and by encouraging greater fuel efficiency. Government action nationally includes legislation which applies new European standards limiting emissions from cars and heavy diesel vehicles. It also provides for a new emissions check in the MOT test and a study of a metered smoke test in the annual test for heavy diesels. It has

also shifted the burden of motoring taxes from vehicle excise duty to fuel duties so that those who use the most fuel pay more. The tax advantages of company cars have also been reduced. Manufacturers have been required to reduce the amount of lead in leaded petrol and the use of unleaded fuel has been encouraged by reducing petrol duties on those brands. This action will be supported by further measures under the Government's approach to transport in London to improve the road infrastructure, tackle congestion and encourage shifts from cars to well patronised rail and bus services and to increase the attractiveness of cycling and walking by making them safer (see paragraphs 4.20-4.26 below).

4.9 Improving traffic conditions on the main routes in London will provide the opportunity for local authorities to handle problems of vehicles using unsuitable residential and other local roads. *The authorities' traffic management policies and plans for these roads should be consistent with the roads' position in the hierarchy of London roads (see section 5 below). They should seek to make the roads as safe, and the residential environment as secure and attractive, as possible. Special attention should be given to the needs of cyclists, pedestrians and people with disabilities (see paragraphs 4.20-4.23, 4.24-4.26 and 4.27-4.29 below respectively). On roads where there is little or no need for through traffic, environmental quality should be maintained and where possible improved: for example by minimising road signs, installing more attractive street furniture and planting trees. Consideration should also be given to appropriate traffic calming techniques (see paragraphs 4.11-4.13 below). Where the movement of heavy goods vehicles has to be allowed, arrangements should be made to make the movements as acceptable as possible, for example through appropriate lorry management measures. Where the residential areas have no through traffic or no need for special access, the priorities of local residents should be a paramount concern. In all cases, the measures on the local roads should avoid worsening traffic conditions on the main routes, or creating congestion or adverse effects in other highway authorities' areas.*

4.10 The Secretary of State is proposing to formulate a landscape strategy for trunk roads in London. This will seek to establish an environmental theme along the routes, conserving and enhancing particular local character and taking account of local planning policies. In addition, key sites or "gateways" would be identified where special treatment might be appropriate to instil a sense of arrival or progress. The lessons learned with the development of the strategy, and the results, would be made available to the local authorities for them to consider as a way of enhancing the environment of their main roads.

Traffic calming

4.11 A wide range of well-established measures for "calming" the movement of traffic on local roads is available to local authorities. The measures are applicable in residential, shopping and business areas as a means of reducing speeds and the frequency and severity of accidents. Additionally, they can be used to discourage traffic from leaving main routes and also as a means of drawing undesirable traffic out of areas adjacent to those routes. They can therefore offer safety gains, especially to vulnerable road users, such as pedestrians, cyclists and people with disabilities. They can also offer environmental improvements to residents and make conditions more attractive for local shops and businesses. Opportunities are available to provide landscaping and environmental improvements in addition to the basic engineering measures.

4.12 *When local authorities consider introducing traffic calming measures it is important that they do so within the context of their road safety and traffic management plans. They should take care to safeguard the interests of local residents and businesses and the impact of the measures on local access, parking and any necessary through movement. They should ensure that the measures do not worsen conditions in other areas or on the main routes. They should give careful consideration to the design and location of the measures and the materials to be used. They should ensure that the measures strike an acceptable balance between the various interests and achieve their objectives without causing dangers or problems to particular groups of road users, especially those who are most vulnerable. The authorities will need the general support of people living and working in the areas; and they and other interested parties such as the emergency services and bus operators should be consulted at an early stage in the development of the proposals. Once the features are installed they should be properly maintained so that they continue to function in the way intended.*

4.13 Details of the range of traffic calming measures at present available and guidance on some further points for local authorities to take into account when considering their introduction are provided at Annex 1. Legislation on traffic calming measures is changing, so local authorities should check with Traffic Policy Division in the Department of Transport to ensure that current advice is being followed.

Aims for buses

4.14 One of the Government's major transport aims for London is to put bus operators in a position where they can achieve a significant growth in the patronage of their services and attract people out of their cars. The Government is proposing to achieve

this through a combination of actions which will help to improve the image and perception of bus services and, most importantly, their reliability, which surveys have indicated passengers value most. Better reliability will lead to lower costs for operators and reduced waiting and journey times for passengers. Overall, bus services will become more attractive and patronage should increase.

4.15 The Government is therefore proposing to deregulate and privatise London's bus market as soon as possible in a new Parliament. This would enable private sector operators to compete freely and fairly and provide services tailored to the needs of passengers. It would encourage them to use appropriate types of buses on the right routes. That would optimise occupancy levels and lead to the most efficient use of road space. A new London Bus Executive would be established with central responsibility for securing the provision of socially necessary services on uneconomic routes and for raising the quality of bus services by ensuring the adequate provision of bus stops, shelters, stands and stations and the provision of supplementary information about the services. Provision for a London-wide concessionary fares scheme would continue; and the commercial benefits of the Travelcard scheme suggest that bus operators would have sufficient incentive to ensure that a similar scheme remains as well. There would be no change to London Transport's special services for people with disabilities.

4.16 The Government is also proposing that bus services should receive special benefits from the Government's approach to improving transport conditions in London. Buses will benefit proportionately more than other vehicles from the general improvements in traffic conditions because they are particularly susceptible to traffic congestion and cannot take steps to avoid congestion in the way that is sometimes possible for others. They are, for example, less manoeuvrable than private cars and taxis, their routes and schedules cannot be changed at short notice and they must stop at regular intervals. They would also benefit from additional traffic management measures designed especially to assist buses and from further measures to give them priority over other road users. Detailed guidance on both types of measures is contained in the Department's Local Transport Note 1/91 "Keeping Buses Moving". It is intended that this guidance and the Government's review of the criteria for introducing bus lanes should ensure that these particular measures are more widespread and effective. A summary of the principal measures covered by this guidance is provided at Annex 2.

4.17 *The Secretary of State encourages local authorities, and the Traffic Director where appropriate, to consider the introduction of these measures within the framework of his approach to improving transport conditions in London, as*

amplified by the other paragraphs in this section and as discussed further in relation to his aims for red routes (see section 9 below).

Freight

4.18 The efficient movement of road freight is crucial to industrial, commercial and retail activity in London. Although the number of heavy goods vehicles entering London has fallen by over 20% since the completion of the M25, there remains a great deal of goods traffic which has business in London. The largest parts of these movements are either door-to-door or movements which bring goods into the area for use or consumption. Door-to-door distribution is often scheduled on a just-in-time basis, which lends itself most readily to movement by lorry; and delivery to the chain stores and supermarkets in the high streets calls for daily trips to and from central warehouses. Except for major users with their own rail sidings or river or canal wharves, even rail or water freight involves transshipment for delivery by road. An effective distribution system throughout London, in which goods vehicles play a key role, is therefore essential to the continuing prosperity of the capital. It is important that it is supported by an efficient road transport system so that the price of goods in the shops is kept down.

4.19 *The Secretary of State expects local authorities to take full account of the importance of road freight movement to the local economy and that of London as a whole. Particular attention should be paid to the need to ensure appropriate access to industrial and commercial properties for the collection and delivery of goods and the provision of adequate overnight parking facilities. Heavy vehicles are best handled on those parts of the network designed to cater for them, and signing policies should reflect this. Selective traffic management measures on the least suitable roads, where alternative routes are available, can help to lessen the impact of heavy lorries. These measures should be cost effective, as explained in DTp Circular 2/82. To help local authorities in planning lorry management measures, the Secretary of State co-sponsored a lorry management study with the Civic Trust and the County Surveyors Society which identified suitable low cost measures. The results of the study are included in the joint booklet "Lorries in the community". This was published in 1990 with an accompanying "Manual of Guidance on Lorries and Traffic Management", which is a technical guide to assist engineers and planners in designing schemes to ease lorry problems.*

Cycling

4.20 Cycling is an environmentally-friendly means of transport and may be good for the health of the individual. But

cyclists are amongst the most vulnerable road users and anyone who cycles - school children, people cycling for leisure, shoppers and commuters - can be at risk from motorised traffic. *The Secretary of State therefore attaches a high priority to improving conditions for cyclists. He urges that cyclists' needs should be taken into account in designing road improvements and planning traffic management schemes.* To assist local authorities with this task, the Department provides technical advice and guidance on the design and construction of cycle facilities based on the results of a continuing programme of research. This provision is made through a series of Traffic Advisory Leaflets and Local Transport Notes illustrating the techniques to be used in specific cases, for example lanes on the carriageway reserved for cyclists and segregated cycle tracks to help cyclists avoid places where they are most at risk; and changing the lay-out, marking or signing of roads in order to deal with danger spots such as roundabouts and some types of junction. The development of these techniques can be relatively low cost and in the right circumstances offer significant scope for reducing casualties. Traffic Advisory Leaflets are free and available from the Traffic Policy Division in the Department of Transport. Local Transport Notes may be purchased from HMSO.

4.21 Most cycling is done on roads for which the local authorities are responsible. These roads are generally quieter and less heavily trafficked than the main trunk roads, which carry heavy traffic throughout the working day. They are normally safer and more attractive for cyclists. *Although there is no intention to ban cyclists from trunk roads, one of the Secretary of State's aims, in the interests of safety, is to encourage the introduction of cycle facilities on alternative routes. To assist this aim he has joined the local authorities in supporting the guidance of the London Planning Advisory Committee on the detailed routes for the 1000 mile strategic cycle network for London.*

4.22 This network is based almost entirely on local authority roads: it includes only around 35 miles of trunk roads and provision for cyclists on these roads will be on separate cycle tracks generally alongside the main carriageway. It is intended that the strategic cycle network should provide better and more suitable routes for cyclists making longer distance trips. It will also have the effect of encouraging co-ordination between local authorities and providing valuable continuity of treatment, which will benefit all cyclists. Where the network runs along local authority roads "designated" under the LGA 1985 it will be for the local authorities to provide facilities which take account of the level of cycle demand and the nature of traffic using that particular stretch of road. Where the network crosses those roads it will be for the local authorities to provide suitable crossing facilities.

4.23 *The Secretary of State therefore encourages early progress with the implementation of the network since it is envisaged that the development of cycle routes on minor roads will produce substantial accident savings.* The Secretary of State will fund those parts of the network, and other cycling improvement schemes, which can be safely and readily constructed on trunk roads; and in due course the Traffic Director will pay for cycle facilities which he approves in relation to red routes, including those on local authority roads off the red route network. Government support towards the cost of providing cycling facilities on other local roads is available through the Transport Supplementary Grant (see paragraph 4.30-4.31 below). These facilities might form the whole or part of a Local Safety Scheme or a scheme to reduce accidents on roads of more than local importance.

Pedestrians

4.24 Over one-third of all journeys in London are made on foot; and almost everybody is a pedestrian at some stage in their journey. Pedestrians are therefore important road users. They are also amongst the most vulnerable, accounting for around 24% of all road casualties in London. *The Secretary of State therefore attaches high priority to measures which minimise risk and inconvenience to pedestrians and urges local authorities to take action which will improve the safety of pedestrians and the street environment.*

4.25 *Pedestrians' interests should be taken into account from the outset when planning road and traffic management schemes. They should be protected from moving traffic where appropriate, particularly on the busiest roads such as those in the Strategic London Road Network. Lengthy detours at crossing facilities should be avoided and any integrated facilities should be as safe and pleasant as possible. Area-wide treatments implementing the principles of Urban Safety Management will be particularly effective, especially for children. In designing improved pedestrian facilities for all contexts, local authorities should have particular regard to groups such as people with disabilities. They should also ensure that pavements are kept in good condition.*

4.26 Local authorities are in the best position to appraise the needs of pedestrians in their areas; and the Department issues guidance and advice on the methods the local authorities can use to improve conditions. This includes guidance, for example, on introducing pedestrian zones, providing crossings - where people want them and will use them - introducing traffic calming measures and developing Local Safety Schemes. The Department is conducting further research into pedestrian accidents with a view to identifying the main causes and

developing even more effective remedial measures. It will produce revised criteria for application to pedestrian crossing facilities. These will reflect more accurately the needs of pedestrians, taking into account recent studies on accidents and delays at all types of crossings.

People with disabilities

4.27 The Secretary of State attaches particular importance to catering for the growing sector of the population who are frail, elderly or who have disabilities, and he believes that their needs should be taken into account in all developments. Around 10% of the adult population has some form of disability, and when other factors are taken into account the proportion of people who are mobility handicapped in some way is much greater. It is therefore an important part of Government policy that people with disabilities and others with mobility problems should be able to move in and around London with the minimum of difficulty. Providing for them will benefit everyone.

4.28 In order to help people with disabilities it is essential that all parts of the transport system or "chain" are made accessible. London Transport are required by statute to have particular regard to the needs of people with disabilities. Major improvements have been made to London's buses to make them more accessible. Consideration is being given to the needs of passengers with disabilities in Underground modernisation schemes. British Rail have a firm policy to design all new rolling stock so as to accommodate wheelchair users in the passenger compartments. But many people with disabilities, no matter what improvements are made to public transport, will still need to rely on private vehicles for much of their transport needs. This reliance is recognised through the Orange Badge scheme, which provides a range of on-street parking concessions to badge holders. These concessions recognise that people with disabilities require much more time to load/unload, complete business and travel to and from parked vehicles and their desired destinations than do non-disabled people.

4.29 The Institution of Highways and Transportation (IHT) has published guidelines for transport operators, local authorities and developers on ways in which the pedestrian environment and transport infrastructure can be better designed and maintained so that they can be negotiated more safely by people with disabilities. These guidelines include coverage of not only public transport and parking issues, but street design standards and pedestrian areas as well. In addition, the Department of Transport's Disability Unit have produced advice on the use of dropped kerbs and tactile surfaces at crossing points. Making the street environment more "friendly" for people with disabilities will help those who are pedestrians as well as those

who use public and private transport. *The Secretary of State therefore recommends that local authorities, and the Traffic Director should where appropriate follow the latest IHT guidelines and the Department's advice note when meeting their respective responsibilities.*

The role of local authority Transport Policies and Programmes and Unitary Development Plans

4.30 The Government issues an annual circular to local authorities in London and elsewhere on the preparation of their Transport Policies and Programmes (TPPs). The main purpose of TPPs is to enable the Government to assess local authorities' proposed programmes of capital expenditure on roads and parking and to decide the way in which annual capital guidelines, supplementary credit approvals and TSG should be distributed among authorities. Successive circulars have drawn attention to the important role that traffic management plays in urban areas and the contribution it can make to improving road safety. They have also included guidance on the criteria for supporting schemes, usually on roads of more than local importance, with TSG. The latest circular, Local Authority Circular 1/91 issued on 5 April 1991, sets out the Secretary of State's principal objectives for capital expenditure on local roads and parking and, within these overall objectives, specific criteria for TSG support. These objectives are reproduced at Annex 3. *Action taken by local authorities in London should be compatible with these objectives, and local authorities should study Circular 1/91, and in due course its successors, to establish precisely the extent to which their action might be eligible for support.*

4.31 Action and expenditure by the local authorities on red routes will, however, be treated separately from the TPP/TSG process. It is described in section 6 below.

4.32 Planning and development policies can have considerable traffic implications to which the local authorities need to have regard. The place for the authorities to consider these policies and implications is their Unitary Development Plans (UDPs), which provide a framework for development control in London. To assist the London local authorities prepare these plans, the Secretary of State for the Environment has issued the authorities with Strategic Planning Guidance for London. The guidance includes a section on the Government's approach to improving transport conditions in London and combatting congestion. That approach has been developed further in section 2 above, *and local authorities should take that development, and any further guidance, eg on the development of new parking policies (see section 5 below), into account in their UDPs. In due course, they should take account of any further strategic guidance on parking standards associated with new developments.*

5. HOW RED ROUTES AND NEW LOCAL AUTHORITY PARKING ENFORCEMENT FIT INTO THE GOVERNMENT'S APPROACH TO TRAFFIC IN LONDON

The need for a new initiative

5.1 The action already being taken under the Government's approach to improving transport conditions in London is bringing results and further benefits will follow. However, new road and public transport schemes will take at least until the end of the decade to complete; the opportunities for further major road schemes in London are limited; and the present traffic management and road improvement programmes will not solve all the problems on London's strategic road network. Substantial problems on the network will remain, particularly at peak times. These problems are associated with the design and capacity of the network and the present system of on-street parking control.

5.2 A major new initiative is therefore required in order to tackle the problems of congestion in the short term. The package of measures in Part II of the RTA 1991 is designed to meet this need. It will support the application of the Secretary of State's approach to improving traffic conditions in London and his aims and policies on specific related issues as described in section 4 above. The main aim of red routes will be to reduce the impact of congestion and improve the movement of traffic on the main routes so that people and goods can move around London more easily, reliably and safely. The new parking provisions will complement the introduction of red routes. Decriminalising parking controls widely across London and placing responsibility for their operation on the local authorities should increase substantially the level of parking enforcement resources in London and enable the police and traffic wardens to concentrate much of their efforts on enforcing illegal parking controls on red routes and associated roads. Parking policies, controls and enforcement will be critical to the success of red routes and the achievement of the Secretary of State's aims for traffic in London. The co-ordination of local authority parking policies, channelling them towards improvements and relieving the most congested areas, will enable them to become a major and effective instrument for managing traffic in London.

The particular aims of red routes and how they will help

5.3 The particular aims of the red routes will be to:

- (a) improve the movement of all classes of traffic on the red route network so that people and goods can reach their destinations in London more easily, reliably and safely;

- (b) provide special help for the efficient movement of buses;
- (c) reduce the impact of congestion, improve the local environment and provide better conditions for pedestrians and cyclists; and
- (d) do so without encouraging further car commuting into central London or more traffic to cross the central area.

5.4 A fresh assessment will be made of the need for stopping controls. The controls will be strictly enforced with stiff penalties to deter non-compliance. They will also be supported by a programme of associated traffic management measures. This action will help to make better use of the existing roads and improve the quality of service they provide. Reducing the effects of congestion will help to ease traffic flows, improve journey times and reliability, draw traffic out of unsuitable residential and other local roads and reduce casualties. This will cut the present waste in human and economic resources and help to reduce pollution, which is exacerbated by stop-start conditions. Providing special help to the efficient movement of buses will improve the attractiveness of their services and contribute to the expansion of London's public transport system. Making conditions better for pedestrians and cyclists, and making special provision for people with a disability, will help the most vulnerable road users.

5.5 Appointing a Traffic Director to co-ordinate the implementation and operation of the routes will ensure that the routes are introduced without delay and continue to meet their objectives once established. It will be for the Director to ensure that the interests of local people and businesses and people with a disability are taken into account, and to see that the controls and associated traffic management measures are balanced so that they do not encourage more traffic to move through the "corridors" of the routes or more traffic to enter into central London or cross the central area.

The red route network and the hierarchy of London's roads

5.6 So that the red routes can achieve their aims, the Secretary of State is proposing to designate a red route network under section 50 of the RTA 1991. His proposals for the network are based on the Primary Route Network (PRN) in London with the addition of certain other strategically important roads in outer and inner London and a suitable extension into central London. (The proposals are subject to consultation which ends on 31 March 1992. A copy of that consultation document is inserted at the end of this draft guidance.) The PRN in London provides the best

routes for traffic entering and leaving London and making longer distance journeys within it. It includes all trunk roads in London and certain main local authority roads designated for facilitating the movement of traffic under Schedule 5 to the LGA 1985. It is identified by direction signs with a green background. Whilst it comprises only 3% of the total network of London's roads, it carries 25% of London's traffic. The proposals for red routes in central London are based on roads identified by the local authorities concerned as being important for the movement of traffic in their areas.

5.7 Overall, the red route network as proposed would amount to some 370 miles of roads. It is coherent and is intended to be continuous throughout London and manageable for enforcement purposes. The main aim of the routes in outer and inner London will be to help traffic move from one area of London to another without encouraging car commuting into central London or more traffic to cross the central area. The main aim of the routes in central London will be to help buses and other traffic which has no other alternative, to move around the central area.

5.8 The red route network will become the top layer of London's road hierarchy. It is proposed, subject to consultation, that those local roads in the network should cease to be designated under Schedule 5 to the LGA 1985. It is also proposed that there should be a review of those roads "designated" under the 1985 Act but not included in the red route network. Subject to the outcome of the review, roads designated under the 1985 Act would become the second layer of London's road hierarchy.

The case for new local authority responsibilities for parking enforcement

5.9 The Government recognises that there is a fundamental distinction between parking restrictions on London's most important main roads and parking controls in other areas; and that there is a strong case for rationalising the present responsibilities for parking enforcement. The main arteries - red routes and other main roads which complement and support them - need to be controlled by the police so they can fulfil both their general responsibility for the day-to-day management of traffic flow in London and their specific responsibilities for security control, emergencies and special occasions. So, as a matter of policy, they will continue to enforce most parking restrictions on red routes, on associated main roads and on certain roads adjacent to them. The restrictions which these controls impose will remain subject to the criminal law and the offences will continue to be covered by the fixed penalty system.

5.10 "Permitted" parking controls at designated parking places and other traffic and parking controls in areas off main routes are an important element of London-wide parking policy. They also raise important local safety and environmental issues and have implications for local traffic flows. So it is appropriate that the local authorities, who are directly responsible to their local residents and businesses, should not only determine these controls but have full responsibility for enforcing them as well.

5.11 Transferring these responsibilities will help the police and traffic wardens with their task of enforcing parking restrictions on the main routes. Establishing good liaison with the police and the Traffic Director over planning, implementing and operating the new responsibilities will maximise the benefits of on-street parking control across London and help to minimise the cost of the operations. It is therefore desirable that the transfer should take place quickly as soon as the necessary liaison arrangements are in place. Providing the local authorities can satisfy the Secretary of State about their proposed arrangements for operating their new responsibilities, he will approve their applications without delay; and will require that from 1 April 1994 any local authority wishing to operate "permitted" parking controls in London should use the new system (see section 10 below).

Parking strategy and the development of local authority parking policies

5.12 Local authority parking policies have an important and direct bearing on the levels of traffic attracted to an area. They therefore have a crucial role to play in managing traffic, relieving congestion and improving road safety and the environment. Individual local authority policies will also affect traffic in other areas, and collectively they will affect overall traffic levels in London. It is therefore important that the authorities' policies are coherent.

5.13 *Local authorities should therefore develop parking policies which have regard to the character and needs of the local area; the quality and accessibility of public transport; and the particular needs of people with disabilities. The policies should for example, make suitable provision for local residents, shops and businesses, and should discourage car use where road conditions and public transport facilities justify it. The authorities should use the controls and restrictions to address specific safety and environmental issues and to maintain road capacity at certain locations. It will be for them to consider whether there is a case for extending the application of controls beyond the normal working day, or at weekends, in the light of local needs and circumstances. They should bear in mind*

that responsibility for enforcement of such controls would be a matter for them and should consider whether such controls would be economically viable.

5.14 The policies should take account of the Secretary of State's approach to improving traffic conditions in London, the way he believes it should be applied and his policies on related issues, as described in sections 2 to 4 above. The approach recognises that appropriate parking policies and standards associated with new developments have a role to play in achieving some moderation in the growth of traffic demand. The policies should recognise that the capacity of London's road system is limited, although some extra capacity will be provided by planned road improvements. They should also recognise that it will not be possible to cater for significant traffic growth in central London, and that it will become increasingly difficult to do so in most of the rest of London. The policies should therefore seek to cater for existing traffic levels in London and for limited traffic growth which is associated with new development and which can be accommodated by planned improvements to the road system. Further advice on the limitation of traffic associated with new development will be issued in connection with the Secretary of State for the Environment's Strategic Planning Guidance for London.

5.15 The local authorities should review their present parking policies, taking account of the guidance in paragraphs 5.13-5.14 above. This review should cover the availability and pricing of on- and off-street parking places, the nature and extent of on-street parking restrictions, including yellow lines, and the levels of effective enforcement. In conducting their reviews, local authorities should consider how much kerbspace they believe it will be desirable to control; how much of that space should be given over to designated parking spaces, for what purposes and times and at what charges; and how much space should be covered by parking restrictions, the times when the restrictions should operate and the penalties and other sanctions that should be applied in the case of infringements. The review should consider the scope of all existing regulations applying throughout a borough, and whether their continuation would be inconsistent with the new parking policies. The authorities should use the charges, controls and restrictions to balance the supply and demand for kerb and road space in the light of local needs and circumstances and the need to produce sustained improvements in traffic, safety and environmental conditions. In areas where there is a high concentration of tourist attractions and hotels special provision should be made for necessary coach parking; and consideration generally should be given to the needs of people with disabilities.

5.16 *The Orange Badge Scheme does not currently apply in the Cities of London and Westminster, the Royal Borough Kensington and Chelsea and part of the London Borough of Camden south of, and including the Euston Road, as these parts of London have particularly severe problems with traffic congestion and pressure on parking space. The four authorities do, however, each operate their own independent concessionary scheme for people with disabilities who live or work in their area. They are coming forward with proposals to give Orange Badge holders better parking facilities in these areas. The Secretary of State hopes that the authorities will work to implement these proposals at the earliest opportunity and that when they review their current parking policies they will continue to consider the needs of people with disabilities.*

6. ROLE OF THE TRAFFIC DIRECTOR

The main task

6.1 The Secretary of State has appointed a Traffic Director for London under section 52 of the RTA 1991 with a general duty to co-ordinate the introduction and maintenance of the red route measures and to monitor their operation. The task of co-ordination will be substantial. Red routes or roads which affect them are likely to occur in each London local authority area. The authorities' actions and interests will need to be co-ordinated to ensure that the red route measures are consistent, that the routes build up in a coherent manner and that the network is completed within a reasonable time. Firm and effective co-ordination will ensure that this is achieved and that the potential efficiency, safety and environmental benefits are maximised without adverse effects being produced on other local authority areas. The Traffic Director will provide for this. He will work to objectives set by the Secretary of State and any directions which the Secretary of State may give him from time to time, as provided for by section 52 of the Act. *It is expected that one of the objectives set for the Traffic Director will be to ensure the completion of the network by the end of 1996.*

The Director's status

6.2 Schedule 5 to the RTA 1991 provides for the Director to be separate from the Secretary of State. It gives him a separate legal personality and provides for him and his staff to be outside the civil service. It provides for him to receive an annual grant from the Secretary of State from money provided by Parliament and for him to submit an annual report to the Secretary of State on the discharge of his functions at the end of each financial year. It requires the report to include an audited statement of accounts and requires the Secretary of State to lay a copy of the report before each House of Parliament. Although provision is made for the Traffic Director to use the powers of the Secretary of State and the local authorities under the Highways Act 1980 and the RTRA 1984 in specified circumstances (see paragraph 6.9 below), the Traffic Director will not be a highway authority in his own right.

The Traffic Director's network plan

6.3 Section 53 of the RTA 1991 places a duty on the Traffic Director to prepare a "network plan" for the design and operation of the red routes and to submit it to the Secretary of State and the local authorities. Section 53(2) provides for him to divide the plan in parts if he considers that appropriate. Section

53(4) contains a statutory requirement for the Director to consult the Secretary of State, the police and London Regional Transport, and relevant London local authorities, their Associations and county councils as appropriate, over the draft. This requirement does not preclude the Traffic Director consulting more widely at his discretion. The network plan will be the Traffic Director's major management tool for shaping the network and meeting his general duty under section 52 of the RTA 1991.

6.4 Section 53 of the Act also requires that the plan should cover the Director's overall objectives for particular routes, the traffic management measures he expects to see taken, his timetable for introducing the routes and the way he considers the traffic management measures should be operated and maintained. It requires the Traffic Director to take account of the Secretary of State's traffic management guidance and the needs of people with disabilities when preparing the plan. *For this purpose, the Traffic Director should pay particular regard to the Secretary of State's approach to improving traffic conditions in London, to the way the Secretary of State believes the approach should be applied and to the Secretary of State's associated policies, as discussed in sections 2 to 4 above. The plan should explain, in broad terms, how the Director proposes that the controls and measures described in sections 7 and 9 below should be balanced in order to achieve the particular aims and guidance for red routes as set out in section 5 above. Sections 4, 7 and 9 discuss the particular needs of people with disabilities.*

Preparing and implementing local plans

6.5 The network plan will provide the framework for the preparation of the series of red route local plans that will include detailed proposals for individual parts of the network. Sections 54 to 56 of the Act provide for these local plans to be prepared by the local authorities, the Traffic Director or the Secretary of State as appropriate after wide consultation. The sections require that each plan must take account of the Secretary of State's traffic management guidance and the Traffic Director's network plan and be in a form specified by the Traffic Director. They must include proposals for action on the red routes and on roads which are likely to affect or be affected by red routes. They must indicate which powers under the Highways Act 1980 and the RTRA 1984 it is proposed should be exercised to implement the measures in the plan, how it is proposed the powers should be exercised, how the plan proposals relate to the needs of people with disabilities and how it is intended that any inconsistent measures already established under the RTRA 1984 should be dealt with. They must also specify a timetable for implementing the measures, a programme for maintaining them and an estimate of likely expenditure.

Local plans where the local authority is the highway authority

6.6 Section 54 of the RTA 1991 places a duty on each local authority to prepare a local plan of their proposals for implementing priority routes in their areas for which they are the highway authority. It requires them to consult the police, London Regional Transport, appropriate organisations representing people with disabilities and other relevant London local authorities. As for the Traffic Director and the network plan, this requirement does not preclude wider consultation. Section 54 also requires the authorities to submit their plans to the Traffic Director for approval so that he can ensure consistency and adherence to the timetable of the network plan. Once the Traffic Director has approved the plan, then the local authority is under a duty under section 57 of the Act to implement it as soon as reasonably practical and to continue to act in a manner which is compatible with it.

6.7 The plans should indicate what measures the local authorities propose to take to implement red routes and which of their powers under the Highways Act 1980 and the RTRA 1984 they propose to use. *The plans need not include detailed information about the proposed traffic regulation and parking orders. But it is expected that the Traffic Director will want to receive this information under section 57(2) of the RTA 1991 once he has approved the plans and the local authorities are taking steps to implement them.*

6.8 *It will also be appropriate for the plans to include a reference to the local authorities' road Local Safety Scheme and other improvement programmes, and explain how these programmes are to be integrated with the red route measures so as to maximise the long term benefits and minimise costs and disruption to traffic while work is in progress. These improvement programmes will continue to be the responsibility of the local authorities outside the statutory arrangements for introducing red routes.*

6.9 The RTA 1991 gives the Traffic Director reserve powers to ensure that local plans are prepared and implemented in a satisfactory manner in accordance with the timetable in the Director's network plan. If an authority fails in its duty to submit a plan which is acceptable to the Traffic Director, then the Director may use powers under section 61 of the Act to direct the authority to submit a satisfactory plan within a specified period, and, ultimately, he may prepare the plan himself in consultation with the local authority and others whom the authority are required to consult. If a local authority fails to implement a plan which the Traffic Director has approved or prepared, the Traffic Director may, with the consent of the Secretary of State, use powers under section 62 of the Act to

take the necessary steps to implement the plan himself using the powers of the local authority.

Local plans for red routes on trunk roads

6.10 Section 54(5) of the RTA 1991 provides for the Secretary of State to ask a local authority to make provision for a trunk road in their local plan. Section 55(1) provides for him to direct the Traffic Director to prepare a trunk road local plan; and section 56(1) enables him to prepare a local plan for a trunk road himself. It is expected that the local authorities will be asked to contribute that element of the plan which proposes action on local roads off the network.

6.11 The Secretary of State expects that in most cases he will direct the Traffic Director to prepare a "Director's trunk road local plan" under section 55(1) of the Act, though there may be some cases where he considers it would be beneficial to make alternative arrangements. These cases could arise, for example, where a local authority is preparing a local plan for a priority route for which they are the highway authority and where it would be more convenient for them to cover a short section of trunk road in their plan. They could also arise where the Secretary of State is involved in the development of major road or traffic management improvements which go wider than red route measures and it would be desirable to introduce the measures with the wider improvements.

6.12 Section 58 of the RTA 1991 provides for the Secretary of State to direct the Traffic Director to implement the whole or part of a local plan for a trunk road which either the Director or the Secretary of State has prepared. It places a duty on the Traffic Director to meet the direction and provides for him to use the powers of the Secretary of State in order to do so. The Secretary of State envisages directing the Traffic Director to make arrangements for most of the red route implementation work on trunk roads.

6.13 Sections 56(5) to (11) and 58(5) to (12) provide the Secretary of State and the Traffic Director respectively with powers of direction and intervention in relation to action by local authorities. These powers are similar to those referred to in paragraph 6.9 above. *It is the Secretary of State's intention that he and the Traffic Director will proceed in co-operation with the local authorities and that any reserve powers available to them will only be used as a last resort if attempts at co-operation have failed and intervention is necessary to ensure the task is completed satisfactorily and on time.*

The Traffic Director and traffic signals

6.14 The Secretary of State is responsible for securing the control, management, development and extension of London's traffic light systems. In addition to any signal work that might be undertaken as part of the red route local planning process, the Secretary of State expects to ask the Traffic Director to prepare a programme for accelerating the introduction of SCOOT and MOVA on the red route network in consultation with the London local authorities and the London Traffic Control Systems Unit.

Informing the Traffic Director of changes affecting red routes

6.15 As soon as the network is designated, the Traffic Director will need to know about local authorities' proposals to exercise powers under the Highways Act 1980 or the RTRA 1984 to carry out traffic management measures and changes to parking arrangements on and off red routes which will affect the routes, eg new waiting restrictions on side roads. He will need this information to ensure that the integrity of the network is preserved. Section 60 of the RTA 1991 therefore provides procedures for the local authorities to notify the Traffic Director of such proposals. The procedures are based on the existing "designated" roads procedures under paragraph 5 of Schedule 5 to the LGA 1985. They give the Traffic Director time-limited powers to object or withhold consent. Once red route plans have been prepared and implemented, the Traffic Director will need to know about any minor, unforeseen traffic management and parking changes the authorities wish to carry out which will affect red routes but which will not justify a formal variation to their local plan. These should include temporary changes that may arise from emergency or planned works. The procedures will therefore have a continuing role.

The Traffic Director and Streetworks

6.16 Section 52(4) of the RTA 1991 places a duty on the Traffic Director to review the manner in which London local authorities exercise their functions under Part III of the New Roads and Street Works Act (NRSWA) 1991 to co-ordinate streetworks on red routes or roads which affect them. *It is proposed that he should have access to the computerised streetworks register which is to be established under the NRSWA 1991 and this will assist him in carrying out this task. Until such time as the register is established local authorities should give the Traffic Director prior notice of streetworks on red routes or roads which affect them (see paragraph 6.17 below).* If the Director believes the local authorities are failing in their duties, he will draw this to the attention of the Secretary of State, who may use his powers under the NRSWA 1991 to direct the authority to take such steps as he considers appropriate for

the purposes of discharging their duty of co-ordination.

6.17 It is expected that trunk roads and all local authority roads in the red route network and some other local authority roads where traffic affects or is affected by red routes will be designated as traffic sensitive (see paragraph 7.19 below). This means that special requirements for the planning and co-ordination of streetworks would apply to these roads. Paragraph 12 of Schedule 7 to the RTA 1991 provides that if the Traffic Director asks a local authority to designate a street as "traffic sensitive" and they decline to do so, he may appeal to the Secretary of State who may direct that the street be designated.

The Traffic Director and "designated" roads

6.18 Paragraph 5 of Schedule 5 to the LGA 1985 provides for local authorities to notify the Secretary of State of their proposals to exercise powers to prohibit, restrict or regulate traffic or parking on a "designated" road or any other road if its use directly affects a "designated" road. The RTA 1991 aligns the "designated" roads procedures with the new procedures under section 60 of the 1991 Act (see paragraph 6.15 above), and provides that all notifications under the designated roads procedures should be made to the Traffic Director. *The Secretary of State envisages commencing the new procedures and the requirement for notifications to be made to the Traffic Director as soon as practicable. After that date the local authorities will no longer have to notify the Department of their proposals.*

Traffic Director and planning applications

6.19 The Traffic Director will have an interest in the effect of planning applications on red routes and "designated" roads. Some new developments can have a considerable impact on these roads in terms of safety and capacity. It is important therefore that the Traffic Director should have the opportunity to consider the implications of any planning application which may affect the networks. The Secretary of State for Transport therefore intends to give a direction under Article 18(3) of the Town and Country Planning General Development Order 1988 requiring local planning authorities to consult the Traffic Director in cases affecting red routes or "designated" roads. This direction would oblige the local planning authority to seek the advice and views of the Traffic Director on the traffic implications of these developments. The Traffic Director will not, however, have powers to direct refusal of a planning application.

The Citizens' Charter

6.20 The Traffic Director's network plan and the series of red route local plans will affect the lives of most citizens in

the capital, directly or indirectly. The Director can therefore expect to receive a large number of telephone calls and letters etc about his activities and traffic conditions in London. In the spirit of the Citizens' Charter, the Director should make his plans publicly available and deal with enquiries speedily and reliably.

Finance

6.21 Section 80 of the RTA 1991 provides for the Secretary of State, with the consent of the Treasury to, make an annual grant to the Traffic Director to enable him to meet his functions. It also provides for the Traffic Director to make such payments to the London local authorities as he considers appropriate with a view to reimbursing in whole or in part the reasonable costs the authorities incur in meeting their duties under the Act associated with the implementation and maintenance of red route local plans. It is appropriate for the Traffic Director to fund these costs since the main proportion of the proposed red route network will be trunk roads, and work on local authority roads in relation to the network will be for the benefit of the network as a whole. *It is therefore the Secretary of State's intention that in general, the Traffic Director will reimburse all the reasonable costs the local authorities undertake in relation to the implementation and maintenance of red routes in response to a request from the Traffic Director and in the manner he prescribes. It is not the Secretary of State's intention that the London local authorities should be out of pocket in responding to those requests in the prescribed manner.*

7. PARKING ON RED ROUTES

7.1 The Secretary of State's intention is that the routes should have a distinctive theme. This will show drivers they are travelling on routes to which special controls apply and will provide a positive image to help foster self-enforcement. The predominant colour of the signs and road markings at the side of the carriageway which give effect to the controls will be red. The signs will be designed to be read easily from moving vehicles and will use pictorial symbols to aid comprehension. They will indicate what parking or loading activities are permitted rather than what is prohibited. *The controls and supporting traffic management measures should be applied to meet the aims for the network and the objectives which the Traffic Director sets for individual routes (see paragraph 6.4 above) and should take account of local needs and circumstances.*

The red route controls

7.2 *The start and finish of the priority route network should be signed. Illustrative signs are at Figures 1 and 2. A fresh assessment should be made of the times and places where stopping needs to be banned or restricted and the places and times where it can be allowed. Existing yellow line and clearway regulations in operation along the routes should be revoked and replaced by new controls which should be applied only where they are necessary to assist the movement of traffic or protect safety; or where specific provision needs to be made for parking, loading and unloading to serve local demands competing for limited kerb-space.*

7.3 There will be three basic cases to consider:

- (a) *lengths of routes where stopping, parking, loading and unloading would not cause traffic or safety problems. Controls will not be appropriate on these lengths;*
- (b) *long lengths of routes where stopping or parking would be dangerous or would impede traffic flow at any time. These conditions could arise, for example, on more rural sections of the routes or on high quality urban sections separated from local development. On these sections it may be appropriate to prohibit stopping by designating and signing these sections as "red route clearways". An illustrative sign is at Figure 3; and*

- (c) lengths of routes where vehicles will want to stop, park, load or unload to meet the needs of local people, business and other activities, and where a range of controls will be needed to avoid congestion, help traffic movement and protect safety. These lengths are likely to occur in heavily built-up areas where there are frequent junctions and where the routes are fronted by continuous development such as shops, offices and homes, many of which will need to be serviced from the route. The range of controls on these lengths should, in particular, balance the needs of through traffic with local development and activity.

7.4 A range of controls in the third case described in paragraph 7.3(c) above has been tested successfully in the pilot scheme in North and East London. The controls are illustrated at Figure 4. They include new systems of marking at the side of the carriageway. Double red lines indicate where stopping is prohibited at any time; and single red lines indicate where stopping is prohibited at certain times. Red boxes indicate where vehicles may stop, park, load and unload at certain times during the working day; and white boxes indicate places where vehicles may wait, subject to specified conditions, at any time during the working day.

Double red lines

7.5 Double red lines represent complete prohibition on stopping. They are likely to be appropriate where stationary vehicles would cause danger, obstruct traffic or give rise to congestion at any time. They will therefore normally be needed at the approaches and exits to major junctions to ensure that the junctions work effectively. They will normally be needed on all arms of the junctions including those on adjacent roads. At those junctions controlled by traffic signals the lines should normally extend between 30 metres and 40 metres from the junction. It will also normally be appropriate for them to extend for similar distances along other important side roads to improve visibility around the corners, help to reduce casualties and improve turning movements, though the distances may be shorter depending on circumstances. The lines will also be needed along the routes where carriageway widths are particularly narrow, at other points where the routes are likely to suffer from congestion, and at bus stops. Double red lines at bus stops will allow buses to pull up unobstructed at the kerb side enabling passengers to board or alight safely and avoiding undue delay to other traffic.

Single red lines

7.6 Single red lines are likely to be appropriate when stationary vehicles would cause danger, obstruct traffic or give rise to congestion during the daytime, normally between 0700 or 0800 hours (depending upon when traffic starts building up) and 1900 hours on Mondays to Saturdays. On certain routes, the days of operation could be reduced to Mondays to Fridays or may need to be extended to include Sundays if traffic conditions require it, for example if there is a Sunday market nearby. Single red lines will therefore normally be appropriate between junctions on stretches of the routes where the road width is narrow but where volumes of traffic fall at certain times. It will also be appropriate to extend them around corners onto minor side roads, normally for 10 metres, for the same reasons that it will be appropriate to extend double red lines around major side roads.

Red boxes

7.7 Where red line controls are not needed for all of the working day, and where there is a demand for vehicles to stop, the kerbspace should be allocated to enable vehicles to stop at certain times. The space should be marked out clearly on the carriageway in red boxes. The boxes should be accompanied by signs indicating the times at which waiting and loading and unloading may be undertaken and when stopping is prohibited. When waiting, loading and unloading is allowed at these places, it will generally be permitted between peak periods; but there might be circumstances where it could also be accommodated during the morning or afternoon peak periods depending upon the prevailing traffic flows at the time. In central London, traffic conditions might also make it appropriate to control waiting, loading and unloading at some places outside the normal working day.

7.8 Because the space inside these boxes is likely to be scarce, the stopping periods should be limited, normally to 20 minutes for loading and unloading and 20 minutes or 1 hour for short term parking depending on local circumstances. In general, if nearby businesses need to be serviced from the red route, it will be appropriate to bias this space towards loading and unloading activities; if space is less restricted and businesses have their own off-street servicing facilities it may be appropriate to bias it towards short term parking. It will also be appropriate to consider the needs of people with disabilities (see paragraph 7.15-7.16 below). The signs accompanying the boxes should indicate which activities can be undertaken and under what conditions.

White boxes

7.9 Where red line controls are not needed to prevent congestion or protect safety at any time, kerbspace should be allocated positively for vehicles to wait to satisfy local needs where they exist. In these cases the boxes should be marked out on the carriageway in white. They should be available for loading and unloading or "permitted" parking throughout the working day, and at other times if controls over these activities are necessary then. They will normally be appropriate at locations where the routes are wide or where there are laybys off the main carriageway. Inside the boxes stopping should be permitted at all times of the day, subject to maximum parking and/or loading times and conditions as necessary. The spaces should be available for loading and unloading and the full range of "permitted" parking activity depending largely on local needs, eg free parking, residents' parking, metered and pay and display parking and parking for people with disabilities. The accompanying signs should indicate which activities can be undertaken and under what conditions.

7.10 At certain locations, it will be impossible to accommodate the demand for parking, loading and unloading on the red routes. In these circumstances it will be appropriate to make suitable provision on adjacent side roads where demand can be met safely and without harm to the environment. This provision should not normally extend beyond 40 metres from the designated red route.

The red route signs

7.11 Illustrative examples of the red route signs are at Figures 5 to 7. They are designed to be clearly visible to drivers and to present them with an unequivocal message. They have not, at this stage, been prescribed by the Secretary of State in regulations made under section 64 of the RTA 1984. Until they are prescribed, local authorities should discuss their signing proposals with the Traffic Director in the first instance, and should seek specific authorisation from the Secretary of State before they are used. The Secretary of State will need evidence showing that the signs match the restrictions in the traffic orders for the stretches of roads to be covered.

7.12 The red route signs should be sited and mounted in accordance with guidance in the Department of Transport's Traffic Signs Manual. The Manual provides for signs to be placed so as to minimise visual intrusion and avoid clutter, so far as that is consistent with safe signing. Red route signs should therefore be mounted on existing posts where possible and where the objectives of the signs would be met.

General exemptions from the red route controls

7.13 General exemptions from the red route controls should be severely limited so the routes can meet their aims and the controls will be easier to enforce effectively. The exemptions will need to be included in the Traffic Regulation Orders that give effect to the proposals of the local plans for priority routes.

7.14 Exemptions should cover the following cases:

- (a) vehicles when used for fire brigade, ambulance or police purposes;
- (b) vehicles being used for the provision of a London bus service, whilst waiting at an authorised stopping place or at a turning point;
- (c) vehicles displaying a current disabled person's badge, when stopping for the purpose of enabling people with disabilities to board or alight from the vehicle;
- (d) licensed cabs stopping for the purpose of enabling a person to board or alight from the vehicle or to load or unload their personal luggage;
- (e) vehicles waiting at any place for so long as may be necessary for the purpose of obtaining or giving help required as a result of an accident or emergency or taking other action in the interests of public safety;
- (f) vehicles required by law to stop, or obliged to do so to avoid an accident or prevented from proceeding by circumstances beyond the driver's control; and
- (g) vehicles waiting with the permission or at the discretion of a police constable in uniform.

It should also be possible to apply to the Police for prior approval for dispensation in exceptional circumstances.

Provision for people with disabilities

7.15 Vehicles displaying a current Orange Badge should be allowed to stop on lengths of red routes covered by no stopping controls to enable people with disabilities to board or alight (see paragraph 7.14 above). They should not be allowed to park on double or single red lines, because they could impede traffic

or cause a hazard to safety. So, in order to minimise the impact of the routes on Orange Badge holders, special provision should be made in red or white boxes on and adjacent to the red routes. Consideration should be given to:

- (a) reserving red or white bays for the exclusive use of these vehicles. Whenever possible, the bays should be close to locations which are likely to be well used by people with disabilities for example shops, post offices, hospitals, surgeries and community centres. Orange Badge holders should be able to park in these places without charge, but their period of parking may be time-limited if local circumstances warrant it. It is recommended however that a minimum of 3 hours should be allowed unless there are exceptional reasons for not doing so. People with disabilities need longer than others to reach their destinations and transact their business, and authorities may consider a more generous limit is justified without encouraging them to park all day. The boxes should be signed accordingly (see example at Figure 6);
- (b) allowing the vehicles to park without time limit in other bays in red or white boxes when parking is permitted, including meter bays and bays for pay and display, where they could also park without charge, but excluding bays set aside for the exclusive use of certain vehicles, eg residents' bays; and
- (c) allowing the vehicles to park in some loading and unloading bays for a maximum of 3 hours during the times the bays are in operation. These bays will be signed accordingly (see example at Figure 7).

7.16 The extent of the special bays for Orange Badge holders should be considered in detail in the preparation and maintenance of the red route local plans. It will be important to maintain a fair balance between the various types of demand for the available stopping places. It will also be important to ensure that so far as possible adequate provision is made for people with disabilities because their scope for making alternative arrangements is far more restricted than for other drivers, and in many cases no acceptable alternative is available.

Arrangements for maintenance and streetworks

7.17 The general exemption referred to in paragraph 7.14 above covering "action in the interests of public safety" will

include emergency repairs and maintenance to the highway and emergency action by the statutory undertakers and streetworks licence holders, as provided for in sections 48 and 52 of the New Roads and Street Works Act (NRSWA) 1991. The exemptions will not, however, cover routine maintenance or other planned action by or on behalf of the highway authority or by the statutory undertakers or by streetworks licence holders.

7.18 The Department's policy for routine or planned highway maintenance work on trunk roads in London is that it should be undertaken in such a manner and at such times that will minimise traffic disruption and will not have unacceptable consequences for people and the environment. The Department's aim for major maintenance schemes on trunk roads is that they should enable traffic to continue to flow in each direction during peak periods and at other times during the working day, wherever possible in two lanes. If this cannot be arranged consideration is given to undertaking the scheme outside the working day at night-time or, exceptionally, at weekends. It will be appropriate to continue this policy with the designation of trunk roads as red routes and full liaison will be maintained with the Traffic Director. *It will also be appropriate for the local authorities to follow the same policy on those red routes for which they are responsible and on certain other roads supporting the red route network, including those roads which remain designated under Schedule 5 to the LGA 1985.* It is important that different parts of the network are treated in a similar manner and that action on supporting roads does not harm the movement of traffic on the red routes. The supporting roads will be identified in the series of local plans prepared under sections 54 to 56 of the RTA 1991 (see section 6 above). The plans will take account of the outcome of the review of "designated" roads referred to in paragraph 5.8 above.

7.19 It will also be appropriate for the Secretary of State and the local authorities to apply a similar policy to the conduct of streetworks by statutory undertakers and streetworks licence holders in relation to red routes. The Secretary of State intends, subject to consultation, that all trunk roads in London should be designated as "traffic sensitive" under section 64 of the NRSWA 1991. *Subject to compliance with the requirements of such regulations as may be prescribed in relation to the designation of traffic sensitive streets, he would expect that in due course the London authorities would similarly designate their local roads in the red route network as "traffic sensitive". The authorities should also consider the case for designation of other local roads where traffic flows have an effect on, or are affected by, red routes.*

7.20 Sections 61 and 63 of the NRSWA 1991 respectively provide for special controls to be applied to streetworks in

streets which are designated as "protected streets" and as "streets with special engineering difficulties". It is expected that lengths of road designated as "protected streets" will typically be those with little or no frontage development. Regulations are likely to require that such a designation can only be made if there exists reasonable alternative means of placing undertakers' apparatus which would otherwise be placed in the carriageway of the street. Designation will mean that statutory undertakers or streetworks licence holders will need the consent of the street authority - normally the highway authority - before they put new equipment into these roads. In general, it is not expected that consent would be given for laying new equipment along the carriageway though, depending on the circumstances, it may be given for the crossing of the carriageway or for using the verge of the roads. It is envisaged that lengths of roads designated as "streets with special engineering difficulties" will primarily be lengths of street in which streetworks would affect the integrity of adjacent structures (including structures below the street) or of the street itself. Designation here will require the statutory undertakers or streetworks licence holders to settle a plan and section with the interested authorities before starting work.

8. ENFORCING THE RED ROUTE PARKING CONTROLS (INCLUDING THE TREATMENT OF ORANGE BADGE HOLDERS)

Action by the police

8.1 The distinctive and informative red route signing system will help to minimise the scope for misunderstanding or inadvertent non-compliance. But effective and consistent enforcement of the controls will still be essential to ensure that the routes meet their objectives. Breaches of the controls will, with the exception of "permitted" parking in red and white boxes (see paragraph 9.4 below), continue to be criminal offences. Responsibility for enforcing these criminal controls will rest with the police. They will be responsible for enforcing the red route clearway controls, the controls indicated by the red lines, and red box controls at times when the signed activities are prohibited. In addition they will be responsible for enforcement of loading and unloading controls in red and white "boxes". This activity is not "permitted" parking for the purposes of decriminalisation under section 65(2) and (3) of the RTA 1991, although it will be possible to decriminalise the offence in Special Parking Areas (see section 10 below).

8.2 Because of the importance of red routes to the movement of traffic in London, and their place at the top of London's road hierarchy, the police have indicated their intention to give enforcement on red routes priority attention. This attention would cover not only enforcement of the stopping and waiting controls but dealing with obstructions, accidents, moving traffic offences (such as bus lane contraventions) and other impediments to traffic as well. All of this action would be undertaken as part of the police's wider traffic policing responsibilities.

8.3 The police have also indicated that they will be setting clear objectives which seek to keep traffic flowing easily and safely on the red routes and objectives which seek to ensure that drivers comply with the controls to help to make this possible. They have said they will be developing enforcement standards to achieve these objectives and they recognise that their enforcement action will need to be strict. They have also said they envisage deploying a range of resources, such as motorcycle patrols, removal and wheelclamping teams and traffic wardens. These resources would provide a high profile to discourage drivers from breaching the controls and would maintain good communications so that their action could be co-ordinated effectively. Removal action is likely to be more common on red lines than wheelclamping. The traffic wardens would be able to take on a wider enforcement role than at present by using the new powers to be provided under the RTA 1991 enabling them to authorise vehicle removal and wheelclamping action.

Action by the local authorities and liaison with the police

8.4 The "permitted" parking controls in the red and white boxes provided on the routes and on adjacent side roads will in due course be covered by the new system of decriminalised parking controls. Responsibility for enforcing these controls will then rest with the relevant local authority, using parking attendants. *The local authorities should liaise with the police with a view to establishing common enforcement standards and co-ordinating operations. They may also wish to consider approaching the police to examine the possibility of sharing some aspects, eg wheelclamping and removal operations, where there could be considerable operational benefits and financial savings from shared arrangements.*

Treatment of vehicles displaying an Orange Badge

8.5 Police action to remove vehicles displaying Orange Badges from roads covered by red route controls is strictly limited. Section 105 of the RTRA 1984 provides that vehicles displaying a current disabled persons' Orange Badge are exempt from wheelclamping action. Although there is no similar statutory exemption from removal action, police removal policy, reproduced in the Metropolitan Police District instructions, recognises that people with disabilities are frequently heavily or completely reliant upon their vehicles and that removal of the vehicles can cause them great distress. Police do not therefore remove vehicles displaying a current Orange Badge from red routes, or side roads covered by red route controls, unless there are emergency, security or ceremonial reasons or the vehicles are causing a serious safety hazard or obstruction. If removal action is absolutely necessary, and the driver of the vehicle cannot be located within a reasonable time, the police remove the vehicle to a better position nearby where there is no hazard or obstruction. Whenever possible, they leave a message for the driver indicating where the vehicle is located. Only as a last resort, and where there is no better position nearby, do the police remove the vehicle to a pound. In that case they make special recovery arrangements and normally waive the recovery fee.

8.6 Section 70 of the RTA 1991 provides that vehicles displaying a current Orange Badge must not be wheelclamped at designated on-street parking places in London. So in enforcing the new "permitted" parking controls associated with red routes the London local authorities must not wheelclamp vehicles displaying these badges.

8.7 *As local authorities do not have the same responsibilities for emergencies, security and ceremonies as the police, and as waiting in "permitted" parking places should not*

normally create a serious hazard or obstruction, the authorities should not remove Orange Badge vehicles from these places. If the vehicles create a serious hazard or obstruction and removal action is absolutely necessary, then the authorities should follow similar procedures to the police as described in paragraph 8.5 above.

9. TRAFFIC MANAGEMENT MEASURES ASSOCIATED WITH RED ROUTES

9.1 *In order to meet the aims for the red route network, the controls described in section 7 above should be accompanied by a package of associated traffic management measures. A number of these measures are referred to below and should be considered for inclusion in the red route local plans. They are not exhaustive, however, and the development of new technology could produce further measures which it might be desirable to implement in the future.*

Measures to provide special help to buses

9.2 *There are bus routes on about 75% of the red route network, and buses should benefit significantly from the better traffic conditions that the red route controls are expected to provide. More bus lanes should therefore be provided where they are appropriate. Consideration should also be given to re-positioning bus stops so they are sited optimally with regard to traffic flow and passenger demand. Bus bays may be provided where space is available and where stopping buses would otherwise cause excessive obstruction to traffic. Sections 53(4), 54(8), 55(5) and 56(3) of the RTA 1991 provide for London Regional Transport to be consulted over the preparation of the network plan and the series of local plans. Their views will be particularly helpful. Further information on the principal measures to assist the movement of buses is at Annex 2, and detailed guidance is included in Local Transport Note 1/91 "Keeping Buses Moving".*

Measures to assist cyclists

9.3 *On some parts of the red route network it may be possible to provide for cyclists on separate cycle tracks alongside the main carriageway; and cyclists should benefit from better traffic conditions generally on red routes. They will also be allowed to use "with flow" bus lanes, except where that would be undesirable on safety grounds, either to the cyclists or other road users. The use of cycle lanes may also be appropriate, particularly for local journeys, where segregated cycle tracks are inappropriate or impractical. Better parking controls will help cyclists avoid the safety hazard of indiscriminately-parked vehicles. Nevertheless, the Secretary of State believes that cyclists' needs can be met most effectively on the quieter and less heavily trafficked local roads which are normally safer and more attractive for cyclists. So where separate cycle lanes or tracks alongside the main carriageway cannot be easily provided, cyclists should normally be encouraged to use alternative routes off the red route*

network. Where alternative routes along quieter roads are provided, and they need to cross red routes, it will be necessary to ensure that these are convenient and safe crossing points.

Measures to assist pedestrians

9.4 One of the particular aims of red routes is to improve the local environment and provide better conditions for pedestrians. General guidance on improving conditions for pedestrians, including those on the main routes is given in paragraph 4.25 above. *Local authorities should take account of this guidance when preparing their red route local plans and should, in particular, reassess pedestrian movements and the most suitable places for crossing facilities. In particular, they should consider how far existing crossing facilities can be incorporated into improved traffic signal schemes. They should also consider the extent to which new and up-graded pelican crossing facilities could be introduced. These facilities can optimise the times allocated to pedestrian and vehicle movements and help to prevent accidents.*

Measures to assist people with disabilities

9.5 Sections 54(7)(d), 55(6)(d) and 56(4)(d) require red route local plans to indicate how the plan proposals relate to the needs of people with disabilities. Section 7 above explains how the parking controls on red routes should provide for Orange Badge holders and section 4 above recommends that local authorities and the Traffic Director should in general follow the latest IHT guidelines and the Department of Transport's advice note when meeting their respective responsibilities for providing for the needs of people with disabilities. *These guidelines and advice should be followed where appropriate during the preparation of red route local plans.*

Side roads and traffic calming

9.6 Sections 54(7)(c), 55(6)(c) and 56(4)(c) recognise that action on roads off the red route network can affect or be affected by traffic using a red route. *Details of the proposed action will need to be included in the red route local plans. The action will need to recognise the Secretary of State's aims for red routes, in particular the need to improve the movement of traffic on the network and the need to improve the local environment. The action could include, for example, traffic calming measures where appropriate and where the network can accommodate displaced traffic, and action to divert traffic on side roads to more suitable junctions with the red routes. Junctions on the red routes will be important to the route's operation. While major junction improvement schemes fall outside the red route programme, minor schemes and side road entry*

treatments will often be appropriate.

10. THE NEW DECRIMINALISED SYSTEM: "PERMITTED" PARKING AND "SPECIAL PARKING AREAS" (SPAs)

Coverage of the new system

10.1 To enable the local authorities to meet their new responsibilities, the RTA 1991 amends the RTRA 1984 so that contraventions of local authority orders designating "permitted" parking places, such as meter bays and residents' bays, are no longer criminal offences and therefore no longer appropriate for enforcement by the police and traffic wardens. The 1991 Act also introduces a new system of penalty charges payable in respect of infringements of these designation orders, ultimately enforceable through the civil courts as a civil debt.

10.2 Section 76 of the RTA 1991 also provides for the London local authorities to apply to the Secretary of State to establish "Special Parking Areas" (SPAs) where specified non-endorsable parking offences will be decriminalised and become subject to the new penalty charge system. The offences to be decriminalised are contraventions of permanent and experimental traffic regulation orders under sections 6 and 9 of the RTRA 1984 prohibiting or restricting waiting or relating to loading or unloading or delivery or collections; temporary prohibitions or restrictions of traffic under section 14 of the RTRA 1984; orders prohibiting footway parking by vehicles under section 15 of the Greater London (General Powers) Act 1974 and by heavy commercial vehicles under section 19 of Road Traffic Act 1988; and orders prohibiting parking on cycle tracks under section 21 of the 1988 Act. They include breaches of controls at bus stops and breaches of the commercial vehicle overnight waiting ban. Outside SPAs the offences will remain subject to the criminal law. Section 76(4) of the RTA 1991 provides for further offences to be decriminalised in SPAs in due course, should this prove necessary and appropriate. The boundaries of SPAs will need to be marked so that parking attendants and traffic wardens are aware of the physical limits of their areas of responsibilities.

The continuing role of the police

- 10.3 The police will retain functions throughout London for:
- (a) enforcing endorsable parking offences, including parking on a pedestrian crossing and parking which could cause a hazard or obstruction to other road users, including double parking;
 - (b) enforcing the full range of moving traffic offences;

- (c) taking action against any vehicle where security or other traffic policing issues are involved, including the need to close roads or install diversions; and
- (d) enforcing non-endorsable parking controls on roads outside SPAs (including red routes).

Main objectives from the RTA 1991

10.4 *Local authorities should ensure that the new system of parking control is effective in their areas so that it makes a significant contribution to helping the movement of traffic, reducing accidents and improving the environment and managing the overall level of traffic in accordance with the strategy outlined in section 2 above. The RTA 1991 will help them achieve this by providing:*

- (a) powers for the authorities to enforce a wide range of controls in their areas using their own resources. The authorities will be able to finance these resources from income from "permitted" parking charges and from penalty and other enforcement charges. Providing these additional on-street resources will enhance compliance with the controls;
- (b) powers for the local authority parking attendants to issue Penalty Charge Notices (PCNs) and authorise wheelclamping and removal. Wheelclamping and removal have proved to be the most effective techniques for enforcing parking controls so far. When they were first introduced occupancy of yellow lines fell by 40% in clamping zones, illegal occupancy of residents' bays fell by 30% and motorists showed themselves less inclined to overstay at meters; and
- (c) for the penalty charges and the charges for the removal, storage and disposal of vehicles and their release from wheelclamping devices (known in the RTA 1991 as "additional parking charges") to be set at levels which encourage compliance (See section 12 below).

10.5 *The local authorities should ensure that the new system is run efficiently and economically and that as soon as practicable it becomes at least self-financing, where necessary taking account of receipts from off-street parking places. The RTA 1991 will help them achieve this by providing:*

- (a) clear powers for local authorities to employ their own parking attendants or contract them from the private sector. The Government is proposing that the authorities should test the market and submit the management and provision of these attendant services to the compulsory competitive tendering (CCT) procedures of the Local Government Act 1988. These proposals are contained in the Government's consultation paper "Competing for Quality" (see section 13 below);
- (b) for the local authorities to operate a more rational, flexible and commercial system of parking charges. The local authorities will no longer be constrained by the requirements in section 46 of RTRA 1984 in respect of "initial" and "excess" charges for initial and excess periods, or "amounts payable regardless of the period for which the vehicle is left". In future authorities will have flexibility to charge for different periods of on-street parking at different rates, and this would include freedom to introduce variable tariffs, for example at different times of day or in respect of different days of the week (see section 11 below);
- (c) for the authorities to set levels of parking charges which, together with "additional parking charges", will aim to recover costs, ensure that there is a reasonable supply of available spaces at all times in order to reduce extra traffic caused by drivers searching for a space, and contribute to the overall regulation of demand for road space in the area (see section 11 below);
- (d) for the authorities to set a single discount rate for the prompt payment of penalty charges at a level which will meet its objective and reduce the need for the local authorities to embark on further steps in the recovery system, ie to issue notices to owners and charge certificates and to enforce the charge certificates through the county courts; and
- (e) for the authorities to recover the penalty charge (at the discounted rate) before a vehicle is released from wheelclamping or removal.

10.6 *The local authorities should operate the new system fairly.* Safeguards for drivers and owners are contained throughout the procedures for operating the new system under the

RTA 1991. They include:

- (a) the requirement that the local authorities should publish the levels of additional parking charges in a manner determined by the Secretary of State (see section 12 below);
- (b) the requirement that the local authority parking attendants may act only when they are wearing a uniform determined by the Secretary of State (see section 14 below);
- (c) the exemptions from wheelclamping action at designated parking places in the case of vehicles where a current disabled persons' Orange Badge is displayed, and in other cases for a period of 15 minutes from the end of the period of time that has been paid for. Similar exemptions will apply in respect of vehicle removals from designated parking places and this will be effected by amendment of the Removal and Disposal of Vehicles Regulations 1986; and
- (d) the provisions for drivers and owners to make representations to the local authorities against notices to owners and against wheelclamping and removal action, and to appeal to independent parking adjudicators if they are not satisfied with the grounds on which their representations have been rejected (see paragraph 10.10 below).

10.7 Further safeguards will be provided by the local authorities following the guidance in section 14 below about the training and conduct of parking attendants, and the guidelines in section 15 below covering wheelclamping and removal action.

The Joint Parking Committee

10.8 Section 73 of the RTA 1991 also requires the London local authorities to establish a Joint Committee under section 101(5) of the Local Government Act 1972. It places a duty on the Committee to set the levels of "additional parking charges", having regard to the Secretary of State's parking guidance (see section 12 below) and having obtained the Secretary of State's approval to their proposals. It also places a duty on the Committee to appoint the parking adjudicators, having obtained the consent of the Lord Chancellor to each appointment, to provide support to the adjudicators operations; and to make an annual report on the adjudicators' activities to the Secretary of State. The duties are concerned with the practical development and overall management of the new parking system.

They need to be co-ordinated to have maximum effect.

10.9 *The authorities should consider using the Committee to co-ordinate their parking policies in accordance with the Secretary of State's parking strategy for London as contained in section 6 above; to consider the performance of the new system and compliance with the controls; to arrange practical co-operation between local authorities, for example over charge levels; and generally to act as a focal point for the operation of the new system to the extent that the local authorities consider it necessary and desirable.*

Parking adjudicators

10.10 Parking adjudicators are a major safeguard for the protection of drivers and owners under the decriminalised system. They will have a comparable role to Magistrates' Courts under the existing system of criminal parking controls. They will consider appeals from motorists who are not satisfied with the grounds on which a local authority has rejected their representations against the authority's enforcement action. They will follow quick and simple procedures prescribed in regulations made by the Secretary of State. These regulations will provide for the adjudicators to consider appeals in writing unless appellants request an oral hearing. As the adjudicators will sit alone, the RTA 1991 requires them to have a 5 year general qualification within the meaning of section 71 of the Courts and Legal Services Act 1990, ie they must have a right of audience in relation to any class of proceedings in any part of the supreme court, or all proceedings in county courts or magistrates courts. This is intended to reassure motorists that the adjudicators are qualified to decide on matters of fact and of law.

10.11 *It is crucial to the adjudicators' role that they are seen to be independent and to provide a consistent standard of service. The local authorities should ensure this. The RTA 1991 places the adjudicators under the direct supervision of the Council on Tribunals; and requires the Joint Committee rather than individual local authorities to appoint the adjudicators, determine where they sit and provide their accommodation and administrative support.*

10.12 The RTA 1991 also requires each adjudicator to report to the Joint Committee annually on the discharge of their functions, and requires the Joint Committee to make a single annual report on the adjudicators' work to the Secretary of State. The latter report will be publicly available as a record of the performance of the new local authority system and the way London local authorities meet their new responsibilities.

Application of the system to Orange Badge holders

10.13 Where the Orange Badge scheme operates the concessions at present available to Orange Badge holders will apply automatically when the new decriminalised system is introduced. These concessions are contained in the Local Authorities Traffic Orders (Exemptions for Disabled Persons) (England and Wales) Regulations 1986 (SI 1986/178) as amended by the Local Authorities Traffic Orders (Exemptions for Disabled Persons) (England and Wales) (Amendment) Regulations 1991 (SI 1991/2709). They require that traffic regulation and parking orders should include exemptions for Orange Badge holders which will enable them to park:

- (a) free of charge and without time limit at on-street parking meters and pay-and-display spaces;
- (b) as long as they wish where others may park only for a limited time; and
- (c) on single or double yellow lines for up to 3 hours except where there is a ban on loading and unloading.

10.14 The concessions will not be available in those parts of central London where the scheme does not operate (see paragraph 5.16 above); and the limited independent concessions that are available, mostly for people who live and work in their area, do not generally cover parking on yellow lines.

Liaison with the police

10.15 *The local authorities should consult the police at an early stage about their proposals to use the new "permitted" parking system and introduce SPAs. They should indicate when the new arrangements might come into effect and, in the case of SPAs, which roads they propose to include. They should also liaise with the police to ensure a smooth and orderly transfer of responsibilities. Thereafter they should continue to liaise with the police so that the two systems can operate effectively side-by-side. They might, for example, approach the police with a view to exchanging information about removed vehicles, in order to help inquiries from the public and contain costs; exchanging information about persistent offenders, in order to improve compliance with the new controls; and co-ordinating enforcement action, in order to make the best use of the authorities' resources.*

10.16 It is envisaged that wheelclamping and removal action will be an integral part of the local authorities' arrangements for introducing the new system of "permitted" parking and SPAs.

Local authority parking attendants will therefore need the power to authorise this action when the new controls are introduced in individual local authority areas. As it will be important for the new arrangements not to tempt drivers to risk breaching the controls for which the police will have a continuing responsibility, it is envisaged that local authority applications to operate the new parking regime will include a request for the Secretary of State to make an order under section 106 of the RTRA 1984 enabling police and traffic wardens to exercise their powers to wheelclamp throughout the local authority's area.

Liaison with the Traffic Director

10.17 The local authorities should also liaise at an early stage with the Traffic Director on their proposals to introduce the new parking system. The Director will have an interest in the possible effect of the proposals on the operation of red routes.

11. LEVELS OF PARKING CHARGES

11.1 Section 63(5)(a) of the RTA 1991 provides for the Secretary of State's parking guidance to cover appropriate levels of local authority parking charges. The Secretary of State does not intend to become involved in the detailed settlement of these charges. That is a matter for individual local authorities exercising their responsibilities in accordance with provisions in the RTA 1984. Nevertheless, the overall level and conditions of local authority parking charges, the relationship between the charges at designated on-street spaces and the price and availability of off-street public and private non-residential parking spaces, and the variation of charges from one local authority to another, will have an important bearing on traffic levels, patterns and conditions. *Local authorities, particularly close and neighbouring authorities in central and inner London, where development is continuous and traffic levels are consistently heavy, should therefore liaise over these issues so that their parking charges can make the most effective contribution to reducing congestion and improving traffic conditions in London.*

11.2 *Local authorities should use parking charges as an instrument of London-wide and local traffic management policy, taking account of the Secretary of State's approach to improving traffic conditions in London and reinforcing their own land use, transport, economic and social policies and objectives developed with regard to the Secretary of State for the Environment's Strategic Planning Guidance for London.*

11.3 *The charges should be set at levels which help to control demand and discourage undesirable car journeys, particularly car commuting, where there are adequate public transport alternatives. Care should therefore be taken to ensure that charges are set at levels which will meet these objectives and which drivers will pay. If they are too high they could encourage drivers to risk non-compliance or to park in unsuitable areas, possibly in contravention of parking restrictions, or to park in a neighbouring local authority area which may not have the capacity to handle the extra vehicles. If the charges are too low, they could attract higher levels of traffic than are desirable. They could discourage the use of off-street car parks and cause the demand for parking spaces to exceed supply so that drivers have to spend longer finding a vacant space or are forced to park illegally.*

11.4 *Charges for "permitted" parking at designated on-street parking places, should be set at levels which take account of the former "initial" and "excess" charge structure and, when taken with the levels of "additional parking charges" (see section 12*

below) aim to ensure that the new system of decriminalised parking controls is at least self-financing in each local authority area (see section 10 above). The charges should also reflect the value of kerbspace and encourage all but short-term parking to use nearby off-street car parks where available. So, charges at a prime parking space in a busy town centre should normally be higher than those either at nearby off-street car parks or at designated places in more distant residential areas. This implies a hierarchy of charges within a local authority area. Such hierarchies should be as simple as practicable and be applied consistently so that charge levels are readily understandable and acceptable to both regular and occasional users. Parking charges at designated on-street parking places are, of course, waived for Orange Badge holders where that scheme applies.

11.5 Charges should be reviewed periodically and account should be taken of their effectiveness in meeting their policy objectives and the criteria in paragraphs 11.1-11.4 above. At present, tariff changes need to be implemented by amendment orders in accordance with the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1989 (SI 1989/1120). But section 42 of the RTA 1991 provides for a simplified procedure under which variations may be brought into effect by means of a public notice procedure. This procedure will be the subject of amending regulations to the 1989 Regulations in due course, following consultation.

11.6 Although parking charges should be set at levels which will help local authorities on-street parking systems under the RTA 1991 to become at least self-financing, local authorities should not seek to use these charges primarily as a means of raising additional revenue or as a means of local taxation. They should, instead, see the charges primarily as a means of securing the traffic and parking objectives discussed in this guidance. Authorities are already constrained by section 55 of the RTA 1984. This limits the purposes for which any surpluses in the on-street parking account can be applied to those related to transport objectives, such as off-street parking, traffic management and bus priority. Paragraph 5 of Schedule 7 to the RTA 1991 amends section 55. It introduces a new requirement for the authorities to report annually to the Secretary of State in respect of deficit or surplus in the parking account. The Secretary of State will therefore be in a position to note the extent to which parking accounts are in surplus or deficit, and the purposes to which any surplus is being put.

12. "ADDITIONAL PARKING CHARGES"

12.1 Section 63(5)(b) to (d) of the RTA 1991 provides for the Secretary of State to give guidance on appropriate levels for penalty charges and charges for the removal, storage and disposal of vehicles and their release from wheelclamping devices in respect of vehicles which have contravened the new decriminalised parking controls. Sections 73 and 74 of the Act place a duty on the London local authorities, acting through the Joint Committee, to set the levels of these "additional parking charges", having regard to the Secretary of State's parking guidance, and to obtain the Secretary of State's approval. Section 74 also makes provision for the local authorities failing to discharge their duties or failing to submit acceptable proposals. In these cases it provides for the Secretary of State to set the levels of charges himself by regulation.

Levels of penalty charges and their relationship with Fixed Penalty Notices

12.2 The purpose of penalty charges is to achieve compliance with the parking controls. At paid parking places this means compliance with the permitted length of stay and the relevant parking charge. At residents' and other designated parking places, and for decriminalised offences in SPAs, it means compliance with the various limitations and restrictions. *Penalty charges should therefore be set at levels which will achieve high levels of compliance with the controls. They should also be readily accepted and understood by regular and occasional users. This will encourage payment without the need for the local authorities to embark on further steps in the system for recovering the penalty charges. It will also help to meet the requirement that the operations should become at least self-financing.*

12.3 Although section 74 of the RTA 1991 provides for different levels of penalty charges for different areas of London and for different cases or classes of case, a wide range of penalty charge levels would not be appropriate, particularly at this early stage. Local authorities need to gain experience with the new system, users need readily to understand it, and contraventions of "permitted" parking controls and contraventions of decriminalised parking restrictions in SPAs could be equally serious; for example, if the availability of short term parking spaces is severely reduced by overstaying or meter feeding, frustrated short term parkers may be tempted to wait on a yellow line and this could inhibit traffic movement or present a safety hazard.

12.4 There does, however, need to be a close relationship between penalty charge levels and fixed penalties applied to illegal parking controls outside SPAs. There will be two levels of fixed penalties for non-endorsable parking offences in London. The higher level will apply to offences against new red route restrictions, and the lower level will apply to offences elsewhere in London. These levels will be consistent with the sort of penalty that a court might apply for the same offence; and the differential will signal the importance the Government attaches to the introduction of red routes as a means of improving traffic conditions in London. Compliance with "permitted" parking controls on red routes will contribute to the routes' successful operation; and compliance with yellow line controls in SPAs are as important as yellow lines on main roads outside those areas: contraventions of the controls can, for example, have equally serious consequences for road safety.

12.5 *The Secretary of State considers that the levels of penalty charges should broadly correspond with the levels of fixed penalties for non-endorsable parking offences in London. At present there are two levels of fixed penalty charges for these offences, one for offences on red routes and one for offences elsewhere in London. The application of any standard discount rate for prompt payment which the Joint Committee might set in accordance with section 66 of the RTA 1991 should not result in a discounted penalty charge above the level of the corresponding fixed penalty.*

12.6 *So that penalty and fixed penalty charges can continue to keep in step, and the case for extending the range of these charges can be suitably considered, the cycle for reviewing penalty charges should have regard to the cycle followed by the Home Secretary for reviewing fixed penalties. At present that is every two years. As the outcome of the most recent review of fixed penalty levels will become effective during 1992, the first review of penalty charges could look to changes being implemented from 1 April 1994. It is anticipated that the new decriminalised parking system will apply widely across London at that time, and useful experience with the new controls should have been gained by then. This cycle of penalty charges reviews would not rule out proposals for minor changes in the interim.*

Wheelclamping, removal, storage and disposal charges

12.7 *As for penalty charges and corresponding fixed penalties, charges for local authority wheelclamping, removal, storage and disposal should be broadly in line with those prescribed by the Home Secretary for similar police activities in London. However, in these cases, because of geographic differences and likely differences in the availability of facilities between boroughs, which will affect local authority*

costs, the Secretary of State will not necessarily seek a uniform London-wide charge for these local authority activities. Local variations according to circumstances may be possible. But in all cases the charges should reflect the cost to the local authority of providing the service. Local authorities should not seek to include any punitive or deterrent element. As for the levels of penalty charges and fixed penalties, when local authorities review their wheelclamping, removal and associated charges they should have regard to the Home Secretary's cycle for reviewing similar police charges with a view to keeping the charges broadly in line.

Consultation on the level of "additional parking charges"

12.8 *The RTA 1991 does not place a specific duty on the London local authorities to consult on their proposals for "additional parking charges". Nevertheless, the Secretary of State strongly recommends that the Joint Committee consults the police and road user organisations including organisations representing people with disabilities in addition to any local consultation which they may undertake.*

Submission of proposals

12.9 *The local authorities should submit their proposals for levels of "additional parking charges" to the Secretary of State through the Joint Committee. The proposals should indicate the date from which the authorities intend the charges should apply and should include a report explaining the consideration they have given to the issues raised in paragraphs 12.2-12.7 above. It would be helpful for the report to include details of consultation which they have undertaken (see paragraph 12.8 above).*

Publication of "additional parking charges"

12.10 *Section 74(7) of the RTA 1991 places a duty on the London local authorities to publish the levels of "additional parking charges" they have set in accordance with section 74 of the Act in a manner determined by the Secretary of State. For the purposes of this section of the Act the Secretary of State intends to determine that the London authorities should publish notice of the approved levels of charges in the London Gazette, and each authority concerned should place a copy of the approved levels of additional parking charges on deposit at the Council offices. The notice should include a brief description of the area where the charges will apply. This will be throughout a borough in respect of permitted parking places, but in the case of Special Parking Areas it will be necessary to give a description of the area where the approved charges would apply. A draft of a formal determination letter is at Annex 4.*

12.11 If the Secretary of State needs to set the levels of "additional parking charges" himself, then the regulations by which he would set them would serve to publicise the charges.

13. THE PROVISION AND MANAGEMENT OF THE NEW LOCAL AUTHORITY PARKING SERVICES

13.1 It will be for the London local authorities to meet their responsibility for enforcing the new decriminalised parking controls through the provision and management of parking attendants. Section 44 of the RTA 1991 provides for the authorities in London and elsewhere to appoint parking attendants for this purpose, either their own employees or those of private contractors.

13.2 *It is an important part of Government policy that local authorities should provide local services as efficiently as possible. The enforcement of the new decriminalised parking controls in London will require a significant effort; and should aim to be at least self-financing, the costs being met from revenue from parking charges and the new penalty charge system. The Government believes that the parking services needed for this work - including the provision and management of parking attendants, services for immobilisation and removal of vehicles found in contravention of the new controls and services for the recovery of vehicles to pounds - could be supplied by the private sector on competitive terms. It is therefore the Government's intention that local authorities, including those in London, should be required to subject the provision and management of these new services to compulsory competitive tendering (CCT) under the Local Government Act (LGA) 1988. This proposal is included in the Government's consultation paper "Competing for Quality", which was issued in November 1991.*

13.3 No firm decisions on the proposal can be taken until consultation has been completed and the results have been analysed. However, if it were decided to proceed with the proposal, the Secretary of State for the Environment would make an order under section 2(3) of the LGA 1988 adding local authority parking services to the list of defined activities in section 2(2) of that Act. The order would include a more detailed description of the parking services activity. It could cover:

- (a) *provision of parking attendants to:*
 - (i) *supervise the use of on-street parking places in areas of Greater London covered by area commencement orders made by the Secretary of State under section 84(1) of the RTA 1991 (see section 16 below);*
 - (ii) *enforce parking restrictions in Special Parking Areas designated by the Secretary*

of State under the 1991 Act;

- (iii) issue penalty charge notices where a vehicle is found to be parked in contravention of parking controls applying in respect of on-street parking under (i) or (ii) above;*
- (iv) authorise the immobilisation of vehicles in contravention of parking controls where authorised to do so under an order made by the Secretary of State;*
- (v) authorise the removal of vehicles in contravention of parking controls;*
- (b) provision of services for the immobilisation and removal of vehicles found by parking attendants to be parked in contravention of parking controls in respect of on-street parking under (a)(i) or (ii) above;*
- (c) provision of services for the recovery of vehicles removed to a car pound on payment of appropriate charges in accordance with the provisions of the RTRA 1984 as amended by the RTA 1991; and*
- (d) the management function for the provision of the services at (a) to (c) above normally needed to fulfil a contract.*

13.4 *The Secretary of State for the Environment would consult the local authority associations on the terms of the draft order and on the timetable for the introduction of CCT for the defined activity of parking services under that order. That timetable would be governed by regulations under section 6(3) of the 1988 Act, which would specify the date or dates by which local authorities wishing to employ their own staff for this activity must have complied with the CCT requirements of Part I of the Local Government Act 1988. The date or dates will be decided in the light of consultation.*

13.5 *The proposal to subject certain aspects of the local authorities new parking services to CCT does not preclude other aspects being contracted to the private sector. However, the local authorities must remain in overall control of services and they must not contract out any of their statutory duties, for example, to consider representations against penalty charges, wheelclamping or removal made under the procedures in Schedule 6 to the RTA 1991.*

14. RESPONSIBILITY FOR PARKING ATTENDANTS AND THEIR STANDARDS, TRAINING AND UNIFORMS

14.1 Parking attendants will be undertaking a highly public activity. They will represent the everyday application of an important part of traffic policy in London. The manner in which they perform their duties, maintain relations with the public and conduct themselves generally will be important to the success of the new enforcement regime and the policy itself. The attendants will need to exercise judgement and discretion, and the nature of their work could require them to handle difficult situations at any time.

14.2 *The London local authorities will be responsible under the RTA 1991 for receiving and considering any representations from drivers and owners against the actions of parking attendants regardless of who employs them, local authorities or contractors. They should aim to minimise these representations and ensure that standards of enforcement are high and consistent. In order to achieve this they will need to ensure, through their own management and procedures and through the conditions of any contracts they may let, that all parking attendants are good quality personnel, that their day-to-day supervision and their management overall is effective, and that they are given effective training, clear instructions about their conduct and guidance on their operations, including how and when to exercise discretion.*

Code of Operating Practice

14.3 *So that these standards and provisions and the quality of the parking services themselves are consistent throughout London, it is recommended that the local authorities address these issues collectively in the Code of Operating Practice they intend to publish as a guide to practitioners. The Code should make it clear that the attendants' overriding objective is to enforce the controls fairly with a view to achieving high levels of compliance. It would be for the local authorities, working through the contractors as appropriate, to ensure that the Code is followed.*

14.4 *The Code will enable road users and other members of the public to be reassured about local authority enforcement aims and the standards they will be requiring so that enforcement is carried out fairly.*

Attendants' duties and the qualities required

14.5 The parking attendants' duties when enforcing the decriminalised controls under the RTA 1991 will include checking

that vehicles are parked in accordance with the relevant parking place designation and traffic regulation orders, issuing penalty charge notices in respect of vehicles parked in contravention of the orders, authorising wheelclamping and vehicle removal and maintaining relevant records. They may also be required to give evidence before a parking adjudicator relating to the issue of a penalty charge notice or the authorisation of wheelclamping or removal action if the motorist concerned has contested the grounds for such action. Local authorities may also require attendants to undertake other duties, such as enforcement at off-street car parks; but these do not come within the scope of the RTA 1991 and this Guidance.

14.6 *In order to carry out their duties under the RTA 1991 and present themselves well to the public, sometimes in difficulties circumstances, the attendants should have good communication skills, both oral and, to a lesser extent, written. They should also have qualities of firmness, sensitivity and tact coupled with common sense and patience. They should be able to think clearly and react sensibly under pressure.*

Training

14.7 *Parking attendants and their supervisors must be trained to a standard which is sufficiently high to provide accurate, fair and consistent enforcement of the new parking controls. They should, for example, obtain a basic knowledge of the legislation they are expected to enforce, including the orders relating to the on-street parking controls, and how they should be applied generally, and in particular to people with disabilities. They should also be trained to deal with the general public. They should not attempt to undertake their enforcement duties until they have been assessed as having successfully completed their training.*

Uniforms

14.8 Section 44 of the RTA 1991 amends the RTRA 1984 so that local authority parking attendants in London must wear a uniform determined by the Secretary of State when carrying out "prescribed" functions. These functions will be prescribed in regulations made by the Secretary of State and will relate to the enforcement of the decriminalised parking controls at designated on-street parking spaces and in SPAs.

14.9 *The Secretary of State does not intend to be unduly prescriptive in determining these uniforms. A draft determination is at Annex 5. It covers the need for basic garments and the need for them to show identification as a parking attendant, identification of the local authority on whose behalf the attendant is acting and a personal identification*

number. It explains that all the identifications need to be readily visible, but that the style and colour of the uniforms will be at the discretion of the individual local authorities, who should ensure that the attendants are smartly dressed and meet the Secretary of State's determination. It does, however require that the uniforms should be readily distinguishable from those worn by the police and the traffic wardens.

15. GUIDELINES ON LOCAL AUTHORITY WHEELCLAMPING AND REMOVAL

The new local authority powers

15.1 The RTA 1991 gives the London local authorities new powers in relation to wheelclamping and removal. The authorities already have the power in the Removal and Disposal of Vehicles Regulations made under section 99 of the RTRA 1984 to remove vehicles from designated parking places. Section 68 of the 1991 Act amends the RTRA 1984 so they can make a charge for these removals, and for any associated storage and disposal action. Section 69 of the 1991 Act empowers the authorities' attendants to wheelclamp vehicles which they believe have infringed a designated parking place order in London; and section 77 of the Act empowers the attendants to wheelclamp and remove vehicles which have contravened a decriminalised parking control in a SPA.

15.2 *The local authorities should use these sanctions in accordance with the guidelines in this section of the guidance.* The police have found wheelclamping action to be the most effective deterrent against illegal parking, and have found removal action to make the greatest contribution to improving traffic movements. Sections 67 and 69 of the RTA 1991 contain provisions which will enable these actions to contribute to the overall financial viability of the local authority operations. They require owners or drivers to pay the penalty charge they have incurred before they can recover their vehicle or have it released from a wheelclamp.

Wheelclamping guidelines

15.3 *Wheelclamping would be a suitable sanction against contraventions of designated parking place orders. This action can, of course, immobilise a vehicle for several hours and reduce parking opportunities for other drivers seeking short-term on-street parking. But TRRL research suggests that for every vehicle wheelclamped at the kerbside, some 500 would be offenders are deterred from committing a similar illegal parking act. So the deterrent effect of wheelclamping greatly outweighs the loss of a particular space for other parking acts.*

15.4 *Local authorities should bear in mind that vehicles displaying a current disabled persons' Orange Badge should not be wheelclamped. Section 70 of the RTA 1991 exempts them from this action at designated on-street parking places; and orders under section 76 of the Act will mean they are similarly exempt from this action in respect of breaches of other decriminalised non-endorsable parking offences in SPAs. The authorities should also bear in mind that section 70(1)(b) of the RTA 1991 exempts other vehicles from wheelclamping action at designated on-street*

parking places for 15 minutes from the end of the period of time that has been paid for.

15.5 *Wheelclamping action would also be appropriate for many of the contraventions in SPAs in cases where the vehicles do not create a hazard or an obstruction to traffic.*

15.6 Section 62(2) of the RTA 1991 requires local authority parking attendants authorising vehicles to be wheelclamped to fix a notice to the vehicles' windscreen indicating that a wheelclamp has been fixed and stating that no attempt should be made to move the vehicle until it has been released from the device. Section 62(2)(b) requires the notice to specify the steps to be taken to secure the vehicles' release. Section 62(2)(c) of the Act provides for the notice to give such other information as may be prescribed (by the Secretary of State in regulations). This is a safeguard for use as necessary; and the Secretary of State has no present plans to make regulations on this issue.

Guidelines for removals

15.7 *Removal action would be appropriate in cases where parked vehicles are causing an obstruction or a hazard to other road users, where they are obstructing a restricted stopping or waiting place, such as a bus stop or a cab rank, or where the local authorities have suspended the operation of a designated parking bay. Removal action would also be appropriate from "operational" designated parking places, for example, where a vehicle is parked across more than one meter bay or is parked in loading or residents' bay without authorisation. Local authorities should not, however, remove vehicles displaying a current disabled persons' Orange Badge from designated on-street parking places, and should only remove them in the case of breaches of other controls in SPAs where the vehicles are creating a serious hazard or obstruction and removal action is absolutely necessary. If action is necessary, the authorities should follow similar procedures to the police as described in paragraph 8.5 above.*

15.8 *As removal action is likely to involve the employment of scarce resources, the local authorities should establish priorities for this action. They should give a higher priority to removing vehicles which are causing an immediate hazard to safety or an obstruction to traffic movement than to vehicles which are contravening designated parking place controls; though they should bear in mind that the latter contraventions can deny other drivers the opportunity to park in designated places and so encourage them to break other parking restrictions. They should, for example, give higher priority to removing a vehicle obstructing a bus lane at a peak time than to removing a vehicle stopping in a residents' bay without authorisation.*

15.9 Drivers or owners of vehicles which have been removed will need to know where to find their vehicles and what steps they should take to recover them. In the absence of an indication of the action taken at the point of removal, they will be unsure whether the vehicles have been stolen, and will not know whether removal action has been taken by the police or a local authority. In many cases, they will not know which local authority area that vehicle has been removed from. The local authorities should therefore arrange the provision of an effective information system or co-ordinated individual systems for the recovery of vehicles they have removed. If the local authorities establish their own individual systems or a single local authority system, they should approach the police with a view to establishing the necessary liaison with the police arrangements.

Arrangements for release and recovery

15.10 The local authorities' facilities for receiving payment in respect of vehicles which have been wheelclamped or removed should be at places which are readily accessible and open for as long as possible during the working day. Ideally, the hours of operation should match those of the police. That would mean covering a core period from 8am to midnight on Mondays to Saturdays and 9am to 5pm on Sundays. The authorities may however, like to consider an out-of-hours service for emergencies.

15.11 The local authorities should also set a maximum timescale for releasing vehicles from wheelclamps once the appropriate charges have been paid. This should be no longer than the timescale set by the police for their operations: at present this is 4 hours though in practice they release 80% of vehicles within 1 to 2 hours.

15.12 The police have developed policies and arrangements to cover circumstances where they will return vehicles to owners and drivers, or release them from wheelclamps, without the appropriate charges being paid, on the understanding that they will be paid later. These arrangements are intended to cover cases such as those involving women alone at night where failure to restore the vehicles could cause unnecessary distress or potential hazard to their drivers. The local authorities should therefore liaise with the police with a view to establishing similar policies and arrangements.

15.13 In order to smooth their operations and win public acceptance of the new parking control systems, the authorities should consider all reasonable methods of payment, for example credit or direct payment cards. It is not inconceivable that drivers will be required to pay over £100 to recover their

vehicles. It may be unreasonable to expect people to carry such amounts of cash, not least for reasons of personal security.

16. ARRANGEMENTS FOR INTRODUCING THE NEW DECRIMINALISED PARKING CONTROLS

16.1 The Road Traffic Act 1991 (Commencement No.1) Order 1991 commenced those sections of the Act which contain the essential building blocks for the new decriminalised parking regime in London on 1 October 1991. Action under these sections will enable the local authorities to apply to the Secretary of State to establish the new permitted parking system and Special Parking Areas in their areas.

Introducing the controls for "permitted" parking

16.2 It will be for a local authority wishing to operate the new "permitted" parking system in their area to apply to the Secretary of State. If the Secretary of State is satisfied with the application and supporting information from the Joint Committee (see paragraphs 16.8-16.9 below), he will make an order under section 84(1) of the RTA 1991. The order will commence the new decriminalised system throughout the local authority's area, calling up sections 64(1), 65 to 72 and 79 of, and Schedule 6 to, the Act from a specified date. It will disapply the present system of "permitted" parking and the associated criminal controls from the same date.

16.3 As section 10 above explains, it will be for the local authority to enforce the new system itself using parking attendants. This will enable police traffic wardens to be released to concentrate on enforcing parking restrictions over illegal parking, particularly those on priority routes and certain other main roads and roads supporting them. Good enforcement of parking controls on these roads will be important to improving the movement of traffic in London. So it will be important that the release of traffic warden resources is not protracted.

16.4 It is therefore intended that in due course the Secretary of State will make a single order effective from 1 April 1994 commencing sections 64(1) and 65 of the Act in those areas where the new permitted parking system has not already been commenced. (Section 64 amends the RTRA 1984 so that local authorities in London are no longer bound to prescribe "initial" and "excess charges" at permitted parking places, but will have the discretion to charge for different periods of parking and to set the charges at different rates. And section 65 provides that contraventions of permitted parking place orders are no longer criminal offences.) The effect will be that from 1 April 1994 the present system of permitted parking controls will cease to have effect. *Local authorities which operate these controls should therefore plan to transfer to the new system by 31 March*

1994. Those authorities which have it in mind to start operating permitted parking controls should plan to operate the new system from the outset. In both cases they should have early discussions with the police.

16.5 Authorities intending to introduce permitted parking arrangements for the first time after 1 April 1994 should apply to the Secretary of State for area commencement orders to operate the new penalty charge system under sections 66 to 72 and 79 of, and Schedule 6 to, the Act.

Introducing the controls for SPAs

16.6 If the Secretary of State and the police are satisfied with a local authority's application to establish a SPA, the Secretary of State will make an order under section 76 of the Act. This will designate the area as a SPA. While the order is in force, the present criminal controls will be disappplied to the parking restrictions specified in section 76(3) of the Act and the provisions of the new decriminalised system will be applied to the former restrictions through the operation of section 77.

Applications to the Secretary of State

16.7 Where local authorities are operating a "permitted" parking system at present, or are planning to do so in the near future, they will be able to apply for commencement orders to operate and enforce the new "permitted" parking system throughout their areas. They will also be able to apply for one or more SPA orders at the same time. They are encouraged to do so, and in particular to apply for SPA orders covering existing Controlled Parking Zones. Local authorities which do not at present operate a "permitted" parking system, and which have no immediate plans to do so, are not precluded from applying for SPA orders.

16.8 Before considering applications from local authorities, the Secretary of State will need a report from the Joint Committee confirming that it has been duly established under section 101(5) of the Local Government Act 1972 and in accordance with section 73 of the 1991 Act; that levels of "additional parking charges" have been set, either by the Committee with the approval of the Secretary of State, or by the Secretary of State himself; and that by the time the a borough commencement order comes into force the Committee will have met the other requirements of sections 73 and 74 of the 1991 Act.

16.9 The report will need to:

- (a) detail the action the Committee has taken or will be taking to:*

- *appoint duly qualified persons to act as parking adjudicators;*
 - *provide the adjudicators with accommodation and administrative staff;*
 - *determine the places at which the adjudicators are to sit;*
 - *ensure that the adjudicators are able to follow procedures in their proceedings as laid down by the Secretary of State in regulations;*
 - *provide for the adjudicators to submit an annual report to the Joint Committee;*
 - *make arrangements for an annual report to be submitted to the Secretary of State on the discharge by the parking adjudicators of their functions;*
 - *set the levels of "additional parking charges" - ie penalty charges, charges to be made by the local authorities for the removal, storage and disposal of vehicles, and charges to be made in respect of the release of vehicles from immobilisation devices fixed under section 69 of the 1991 Act - having regard to section 12 of this guidance and the Secretary of State's approval;*
 - *set the level by which the penalty charge may be discounted if it is paid within 14 days of the penalty charge notice being issued, ie the "specified proportion" covered by sections 66(3)(d) and (4) of the Act;*
- (b) *confirm that the Committee has published the levels of charges in the manner determined by the Secretary of State in Annex 4 of this guidance; and*
- (c) *specify the form in which recipients of Notices to Owners issued under paragraph (2) of Schedule 6 to the Act may make representations to the local authority that issued the Notice.*

16.10 If the Secretary of State is satisfied with the Joint Committee's report he will need the following information in respect of each local authority application:

- (a) whether the application is being made in respect of the new permitted parking system alone or in respect of one or more "Special Parking Areas" as well;
- (b) the target date for implementation;
- (c) in the case of a "Special Parking Area" application, a definition of the area(s) and an explanation of the coverage of the controls and an illustrative map. (Obviously it is desirable that the local authority should consult the police before making the application and should be able to indicate police support);
- (d) details of the "additional parking charges" to be applied and confirmation that they correspond with those set by the Joint Committee or the Secretary of State as appropriate (see section 12 above);
- (e) details of the arrangements the local authority has made or is proposing to make for the management and employment of parking attendants and confirmation that with the coming into force of the order(s) the attendants:
 - will have been trained in accordance with the guidance in section 14 above;
 - will conduct themselves in accordance with the guidance in section 14 above;
 - will wear a uniform in accordance with the Secretary of State's determination when exercising prescribed functions (see section 14 above); and
 - will follow the guidelines on wheelclamping and removal operations described in section 15 above.
- (f) details of arrangements made or to be made for wheelclamping and removal, for processing penalty charge notices issued by parking attendants, for issuing notices to owners, for considering representations from recipients of these notices or against wheelclamping and removal action, for

access to the parking adjudicator system and liaising with the adjudicators' operations, and for issuing and enforcing Charge Certificates, together with an application for an order under section 106 of the RTRA 1984 in respect of the police and traffic warden wheelclamping;

- (g) details of the arrangements made or to be made to ensure the prompt release or recovery of vehicles which have been wheelclamped or removed;*
- (h) evidence that the authority has considered the effectiveness and the financial implications of operating the new controls and the extent to which the local authority's parking operations are expected to be self-financing;*
- (i) confirmation that by the date of implementation, all necessary signing and plating relating to the new controls will have been completed; and*
- (j) confirmation that by the date of implementation, all parking place and traffic regulation orders will have been modified as necessary for the purposes of the new enforcement regime (see paragraphs 16.12-16.13 below).*

16.11 If the Secretary of State, after consultation with the police, is satisfied with the information from the applicant authority and the Joint Committee, he will signal his intention to grant the applications to introduce the new decriminalised parking controls and make the appropriate orders, subject to confirmation from the authority before the specified dates that they have taken all the action they have proposed.

16.12 Once their applications have been approved, and before they introduce the new decriminalised parking controls, the local authorities will need to amend their existing parking orders where they will be introducing the new system of "permitted" parking, and their traffic regulation orders where they will be introducing SPAs. In the first case, they will need to amend the parking orders to reflect the removal of "initial" and "excess" parking periods and, in order to allow parking meters to be converted to the new system of penalty charges, ie by dispensing with the obsolete "excess charge" indication, they should include a provision, valid for a limited period of time, to enable the authority to apply the new penalty charge when the excess charge flag or display is showing. A notice should be affixed to the meter advising of the new arrangements. It is considered that conversion of all meters should be completed within 6 months of the commencement of the new penalty charge system in a local

authority's area. In the case of both parking and traffic regulations orders, the amendments will need to reflect the switch from traffic offence provisions to the new system of penalty charges and civil liabilities. It would also be expedient for both types of orders to retain a provision relating to "anything done with the permission or at the direction of a police constable in uniform" in order to cover emergency situations.

16.13 The Secretary of State intends to consult on amending regulations to the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1989 (SI 1989/1120) providing a simplified and streamlined procedure by which local authorities can amend parking and traffic regulation orders solely as a consequence of the introduction of the new system of "permitted" parking or SPAs.

17. DIPLOMATIC REGISTERED VEHICLES AND PARKING CONTROLS

Vehicles covered by special arrangements

17.1 *Local authorities should follow similar procedures over diplomatic registered vehicles as the police. They should therefore make special arrangements for the application of the new system of decriminalised parking controls to vehicles with diplomatic registration plates. These plates include:*

(a) D Registration Plates

These plates (eg 123D321) may be carried by vehicles belonging to diplomats, members of the administrative and technical staff of Missions and certain senior staff of international organisations. They may also be carried by official vehicles of Diplomatic Missions. They indicate that the owners of the vehicles are entitled to diplomatic immunity

(b) Personalised registration plates

These plates, which may, for example, indicate a country's initials or an abbreviation of its full name, are sometimes issued for the official cars of Heads of Diplomatic Missions, who have full diplomatic immunity.

(c) X Registration Plates

These plates (eg 987X789) may be carried by certain consular staff and staff of international organisations. They indicate that the owner is entitled to limited diplomatic immunity.

17.2 London authority parking attendants enforcing the new system of decriminalised parking controls will be able to issue PCNs in respect of vehicles carrying these plates in the same way as the police and traffic wardens are able to issue FPNs, and these will need to be paid. *But special arrangements will apply to wheelclamping and removing such vehicles as they do now in the case of police and traffic warden enforcement. These are described in paragraph 17.4 below.*

Consequences of the Vienna Convention

17.3 Article 31.1 of the Vienna Convention on Diplomatic Relations, to which the UK is a party, gives accredited diplomats immunity from the criminal jurisdiction of the host nation's law.

The Article is given the force of law in the United Kingdom by section 2 of, and Schedule 1 to, the Diplomatic Privileges Act 1964. The issue of parking tickets, whether FPNs or PCNs, is not considered to be an exercise of criminal jurisdiction within the terms of Article 31.1 of the Convention, nor is the removal of diplomatic vehicles where the action can be justified to relieve obstruction or danger and the driver cannot be located quickly. However, the Solicitor General has advised that wheelclamping, and removing these vehicles in other circumstances, is to be an exercise of such jurisdiction. The White Paper on Diplomatic Immunities and Privileges (Government Report on Review of the Vienna Convention on Diplomatic Relations and reply to the "The Abuse of Diplomatic Immunities and Privileges" Cmnd 9497, April 1985) commits the Government to ensuring that these principles are followed by agencies enforcing parking controls.

Exemptions from wheelclamping and removal

17.4 Although the RTA 1991 provides for "permitted" parking at designated on-street parking places to be decriminalised and for this system to be applied to certain non-endorsable parking offences in SPAs, wheelclamping and removal action associated with the enforcement of these controls will still constitute the exercise of criminal jurisdiction within the meaning of the Vienna Convention; and the provisions of the Diplomatic Privileges Act 1964 will continue to provide exemptions for diplomatic vehicles in the following way:

(a) Wheelclamping

Vehicles carrying D registration plates or personalised registration plates should not be wheelclamped anywhere on public roads, including designated on-street parking places. Vehicles carrying X registration plates may be wheelclamped in the same way as vehicles without diplomatic immunity and owners or persons in charge of such vehicles should be required to pay the PCN and the "additional parking charges" at the time the vehicles are released; and

(b) Removal

Vehicles carrying D registration plates or personalised registration plates should only be removed as a last resort when removal action is necessary to relieve obstruction or danger to other road users and where the driver cannot be located quickly. In these cases, the vehicle should be removed to a more suitable location within the immediate vicinity, and, where possible

a message should be left indicating where the vehicle can be found. Removal to a car pound should be avoided. No removal charges should be made; and if there is no alternative other than to remove the vehicle to a car pound, storage charges should be waived. As for wheelclamping under (a) above, vehicles carrying X registration plates may be removed in the same way as vehicles without any diplomatic immunity, and they should be required to pay the PCN and any "additional parking charges".

Recovery of unpaid PCNs

17.5 Although the owners of diplomatic registered vehicles are required to pay PCNs, they should not be issued with a notice to owner if the payment is not made within 28 days. The issue of such a notice would trigger the procedures which could ultimately lead to action in a county court. Many diplomats are not subject to civil jurisdiction and there is no practical method for the local authorities to distinguish between those who are and those who are not. So the process would be unworkable. Local authorities should therefore arrange to follow existing police practice and, instead of issuing a notice to owner, should notify the Foreign and Commonwealth Office. The FCO will then intervene on behalf of the local authority.

17.6 The FCO will ask the Mission to pay the outstanding penalties voluntarily and may ask for diplomats who persistently disregard the controls and refuse to pay the penalties to be withdrawn from duty in the United Kingdom. The FCO will also report twice a year to Parliament on the number of outstanding PCNs issued in respect of diplomatically registered vehicles and provide a breakdown by country.

17.7 So that the FCO can provide this assistance, they will need monthly returns of outstanding PCNs from the local authorities. The information will need to include the registration number of the vehicle, date and location of the contravention and the PCN number. For the FCO to be effective they will need assistance from the Joint Committee to provide a single joint return from the London local authorities. The returns should be sent to the Foreign and Commonwealth Office, Immunities Section, Protocol Department, London SW1A 2AH (telephone 071 210 6385).

18. COACH PARKING

18.1 Coaches provide a valuable public transport service. They add to choice and competition, and are an efficient and environmentally attractive form of transport. Commuter coaches and express coach services provide a cheap alternative form of transport for passengers travelling into central London; and tourist coaches provide a valuable service to the tourist industry in London, which is an important element of London's economy.

18.2 Although they form less than 1% of London's traffic, coaches can cause disproportionate local traffic problems. Most of these problems are associated with tourist coaches in those parts of central London where the main tourist attractions and hotels are situated. One of the root causes of the problems is the comparatively small number of designated on-street coach parking spaces in the area and the absence of spaces at some of the locations where they are most needed. The result is that coaches often park illegally in unsuitable places, where they cause short-term traffic and safety problems or a nuisance to local residents. But because they need to go about their legitimate business, and because of other pressures on the police and traffic wardens, enforcement is not always consistent and does not always receive a high priority. This does not encourage coach drivers either to comply with the coach industry's code of operating practice or to make use of the local authorities special off-street coach parks, when they need to make a short lay-over. In these circumstances, the efforts of the local authorities, the police, the coach and tourist industries and the Government to deal with the problems are not maximised.

18.3 *The Secretary of State for the Environment's Strategic Planning Guidance for London asks local authorities to consider the need for suitable parking arrangements for coaches and urges them, in preparing their UDPs, to ensure that hotel and tourist-related development make appropriate provision for coaches and have regard to the surrounding environment. That guidance is endorsed. The authorities are urged to ensure that their parking policies and local plans for red routes seek to make appropriate provision for on-street coach parking at times and places where there is a clear need and where this provision can be suitably accommodated. The authorities are also urged to consider this provision when reviewing yellow lines in their areas (see section 5 above). The type of on-street coach parking provision will depend on local circumstances. It could range from places which permit parking for up to 1 or 2 hours while passengers visit the local tourist attractions, to places which allow coaches to stop for much shorter periods while passengers transfer to or from hotels or tourist attractions, leaving the coaches to park for*

longer periods in off-street coach parks where these are available.

18.4 Introducing a better level of on-street coach parking provision, backed-up by new levels of local authority enforcement throughout the nearby areas should encourage high levels of compliance and better use of off-street coach parking facilities. It should also produce valuable parking revenue for the local authorities. It is recommended that the authorities consider reinvesting this revenue in secure, better quality and attractively-priced off-street coach parking provision, where this provision cannot be made by the private sector. These off-street facilities could also be used by coaches needing to make longer stays, for example commuter coaches waiting for their homeward journey and tourist coaches needing to stay overnight.

18.5 The facilities could also help to relieve the problems caused by the evening coach parking ban in London. At present it is illegal for coaches to park on-street in most parts of London after 6.30pm. This is an effect of the overnight lorry parking ban, which applies to all vehicles over 2.5 tonnes unladen weight. The ban particularly affects coaches bringing people to visit theatres and other attractions in the West End. At present the off-street parking facilities for these coaches are poor and many of the coaches have little choice other than to risk parking on the street illegally. As a result, enforcement of the ban is not given a high priority, unless the vehicles cause an obstruction or safety hazard, and in consequence local residents can suffer. Providing better off-street facilities and lifting the ban selectively, so that coaches could park in designated coach parking places in specified non-residential areas during the evening, say from 6.30pm to midnight, would help both coaches and residents and provide an incentive for enforcing on-street parking controls more rigorously. Local authorities should therefore address the need for evening coach parking provision when they develop their local plans for red routes and when they apply to the Secretary of State to operate the new system of "permitted" parking and enforce non-endorsable parking controls in SPAs.

TRAFFIC CALMING1. Introduction

1.1 Traffic calming can be used advantageously to reduce the chances of roads adjacent to the main routes being used as "rat runs". Measures can be used to regulate traffic speeds in those adjacent areas to ensure they are commensurate with the activities taking place there, be they residential, shopping or business in character. Traffic calming can also be used to encourage traffic to use main roads particularly where measures have been made to accommodate the displaced traffic. It is also a very effective means of reducing the frequency and severity of accidents, and it is important that traffic calming schemes are considered within the context of local area safety schemes so that maximum benefits in this respect are obtained.

1.2 To be beneficial to all road users it is important that careful consideration is given in the planning stage to a number of different aspects, which are listed as follows, and are further expanded upon in later sections:

- (a) Legislation
- (b) Consultation
- (c) Speed reduction techniques
- (d) 20mph speed limit zones
- (e) Vulnerable road users

1.3 There are other aspects, such as, use of materials, and landscaping, which will affect overall benefits to be achieved, and these are referred to in various subsequent sections of this Annex. The advice contained below is not intended to be exhaustive, it is merely intended to provide an outline of some of the measures available, and indications of their likely effects.

2. Legislation

2.1 Local authorities should satisfy themselves that any traffic calming has full legal authority. Legislation on these matters is changing and it is necessary to ensure that current advice is being followed. Traffic Policy Division can, if requested, advise on this.

2.2 Measures which incorporate horizontal and vertical deflections may be installed under powers provided under the

Highways Act 1980, (section 75 in respect of horizontal deflections, section 77 with regard to vertical deflections, and sections 90A to 90F with regard to road humps).

2.3 It is not at all clear that the general powers to construct features in the road (notably sections 62(2) and 77 of the Highways Act 1980) extend to the full range of features such as chicanes, road narrowing and the like. A range of divergent opinion exists. Many of the measures, such as those depicted in Traffic Advisory leaflet 1/87, have been used in the UK and rather more widely in other parts of Europe: they appear to operate safely and effectively in constraining vehicle needs to an appropriate level. The legal position is intended to be clarified under legislation now under consideration.

2.4 Any vertical deflection which could be interpreted as a road hump should be installed in accordance with the specific legislation directly concerned with road humps and not under section 77 of the Highways Act 1980. However, it may be reasonable to rely on the powers of section 77 for features such as entry treatments where the surface of the road is raised but where no noticeable hump effect is introduced.

2.5 Sections 90A to 90F of the Highways Act 1980, which provide the powers under which road humps can be installed on a road in accordance with the Highways (Road Hump) Regulations 1990 and not be regarded as an obstruction, also allow the Secretary of State to authorise non-conforming road humps. Features such as speed cushions can therefore be considered for use in particular schemes, subject to authorisation.

2.6 It is important to remember that under section 90C of the Highways Act 1980, it is necessary to advertise (including the posting of notices) road hump schemes prior to installation. Failure to advertise and post notices, as well as consult the police, could jeopardise the legality of the road humps.

2.7 Specific regulations controlling the use of road humps are the Highways (Road Hump) Regulations 1990, which should be consulted, as should Circular Roads 3/90. Further advice on the use of road humps is contained in Traffic Advisory Unit Leaflet 2/90, Speed Control Humps, available from Traffic Policy Division. Other Acts and Regulations, such as the Traffic Signs Regulations and General Directions, will also be relevant and consultation may be necessary.

3. Consultation

3.1 It is a legal requirement, that when installing road humps representatives of interested parties should be consulted. It is strongly recommended that local authorities should extend

this principle to all traffic calming schemes.

3.2 Residents of a street where traffic calming measures are to be introduced should obviously be consulted. It is important to explain proposals properly, perhaps by exhibitions and leaflets, or public meetings so that local people have adequate opportunity to understand what is being considered and be able to comment on the scheme. Without the general support of people living and working in the immediate area any scheme will quickly founder. If after initial discussions changes are made local people should be informed quickly of these changes. It can be difficult to gain local interest but every effort should be made to try and do this.

3.3 It is essential that emergency service operators are consulted at a very early stage, and prior to any formal consultation procedure. Emergency services have particular problems with regard to call out times and it is essential that schemes are discussed with them, particularly with regard to the speed reducing features to be used. They need to have an adequate opportunity to assess any potential difficulties. Discussions at an early stage can help secure compromises acceptable to both sides.

3.4 As with emergency services, bus companies must be consulted very early in the process if traffic calming is proposed along any part of a bus route. It is also helpful if bus companies can be kept informed of any other traffic calming schemes even though existing bus routes are not involved. There may, for example, be new routes under consideration. It is also of interest for them to know where such schemes are for consideration if emergency diversions of routes should arise.

3.5 Both bus companies and emergency service operators are particularly concerned about the use of road humps. Where these are being proposed, they will want to know the exact details as to shape and location. If there can be said to be a preference, it is for flat top humps, long enough to accommodate on the flat top the full wheelbase of buses likely to use the route.

4. Speed Reduction Techniques

4.1 Roundabouts, particularly small roundabouts, can be useful in breaking up long straight stretches of road, and will provide a suitable junction to form a speed reducing feature in advance of road humps if these are proposed. Designs should incorporate adequate deflection so drivers are forced to slow down, but even then in lightly trafficked conditions, substantial speed reductions may not be realised: roundabouts therefore always need to be associated with other features near by. Roundabouts can be preferable to priority junctions where heavier

traffic flows occur, but can be a potential source of danger to cyclists, and care needs to be taken that conditions are adequate for pedestrians to cross safely.

4.2 Entry treatments, can be useful in advising drivers that they are entering an area where traffic calming is generally employed, but as mentioned above care must be taken that any designs are in accordance with relevant legislation. If the treatment does not incorporate a road hump feature, then any speed reduction will solely be that achieved by the kerb radii, and therefore may be limited. Different coloured surfacings alone have not been found to have any noticeable effects in reducing speeds. Where it is proposed to install textured surfaces it should be ensured that the materials used, particularly if these are granite setts or similar, do not generate unacceptable noise to adjacent residential properties, or create potentially dangerous or uncomfortable conditions for two wheeled vehicle drivers. Narrowing the roads at entry points can improve conditions for pedestrians by lessening the carriageway width they have to cross, but for two way roads it is suggested that the width of carriageway should be sufficient for a car to pass another car, and therefore the entry width should not generally be less than 4.5m. Disability Unit Circular 1/91 recommends that tactile surfaces should be used to indicate pedestrian crossing places.

4.3 Rumble Strips/Areas should generally be avoided in urban, and particularly residential, areas. They can generate considerable noise, and can be a source of potential danger to cyclists. Their speed reducing effect, when used alone, is not really significant.

4.4 Road Closures can be used advantageously to break up long straight stretches of road, resulting in more circuitous routes having to be adopted away from more sensitive areas. However many residents may also be inconvenienced by such detours, and therefore careful explanation as to their necessity is required if residents are to be convinced of the need for road closures. In cases where "joy riding" is prevalent they can be used to prevent "racing circuits" being formed. Features should be provided to allow pedal cyclists to pass through the closure, and on some occasions it may be necessary to provide routes for emergency vehicles by the use of "knock down" or lockable bollards. In areas where frequent vandalism occurs however such devices may not be suitable. If "bus gates" to allow buses through the closures are proposed, it is likely, unless lockable bollards, or similar, are installed, that other vehicles will also use these gates, particularly where police presence is infrequent. Local authorities should evaluate whether the amount of traffic likely to infringe bus gates will make the closure of the road worthwhile.

4.5 Road Narrowings or Build-Outs can improve crossing conditions for pedestrians and provide an aesthetic improvement, but they tend not to be effective in reducing speeds when used on their own. In order to reduce vehicle speeds the width has to be limited so that vehicles in opposite directions are forced to give way to each other. It follows that to achieve this there has to be sufficient two way traffic to ensure that this will occur, which is seldom the case in residential areas. Additionally it has sometimes been found necessary to provide a priority to one stream of traffic, which as a result can mean that speed reduction is only achieved in one direction. Ramped narrows will however ensure speed reduction to both directions. Narrowings can make cyclists fear they are going to be squeezed by following vehicles, therefore if there are opportunities to allow cyclists to by-pass the feature, without causing difficulties to pedestrians, these should be provided. However, if there is a high degree of motor cycle use, it is likely that they also will use these alternative routes and this may therefore be an argument for not providing such facilities. Build-outs can be used to create areas of sheltered parking, which may have some effect on speed, and also enable crossing pedestrians to be more clearly seen by the fact of the build-out being extended beyond the width of the parked cars.

4.6 Chicanes can, if closely spaced, reduce vehicle speeds substantially. However, as with narrowings, on two way roads there has to be sufficient traffic for one stream to inhibit the other, otherwise vehicles will encroach onto the opposing lane to create a "racing line" through the chicane. Similarly if a bus route operates along the road, or frequent service vehicles, the longer spacing between chicanes to accommodate these vehicles is likely to result in a drastic reduction in any speed reducing qualities. Chicanes can also substantially reduce the amount of on-street parking space available.

4.7 Surface colour changes, may improve the aesthetic appearance of a road but should not be relied upon, in isolation, to provide any speed reducing effects. If used, there should be no vertical upstands at the commencement of the surface change which might cause a hazard to two wheeled vehicle drivers particularly cyclists.

4.8 Road Humps are quite successful in achieving vehicle speed reduction, but may sometimes give rise to objections by bus and emergency vehicle operators. The Secretary of State can authorise non-conforming humps such as speed cushions, as mentioned above, which may help to overcome some of the present objections raised by the emergency services. However use of these features may be at the expense of the amount of speed reduction that can be achieved, and it may be necessary to combine them with other features such as chicanes. For

conventional humps, flat or round topped, the closer the spacing the greater the speed reduction. In 20mph zones for example, where "average speeds" should not exceed 20mph, spacing of between 40m to 60m is suggested. To bring 85 percentile speeds down to 30mph spacing in the region of 100m is necessary. The wider the spacing the more localised is the speed reducing effect. Tapered humps are cheaper because additional drainage gullies are not required. However, tapered humps should be avoided at pedestrian crossing places. Additionally, even in 20mph zones it is advisable to provide the edge line markings for tapered humps, in order to guide cyclists away from the taper. With flat top humps the gradient of the leading and following ramps will effect speed reduction and the comfort of vehicle occupants passing over them. Bus operators appear to prefer flat top humps, with 1 in 15 to 1 in 20 ramps (but in some cases have accepted 1 in 8 ramps) and a minimum 6m plateau. Where possible the 1 in 15 ramp, (or steeper), is preferable, particularly where less than full height humps are to be used, in order that speeds for other vehicles are effectively reduced. Heights of standard humps may vary between 50mm and 100mm. However the lower the hump, the lower the speed reducing effect, but the higher the comfort factor for vehicle occupants. 50mm high humps can be driven over reasonably comfortably at 30mph, so the majority of drivers will probably not reduce their speeds much below this.

4.9 **Raised Junctions** should be considered as a form of road hump. They have the advantage of being able to treat the area where accidents are most prevalent, and where speeds should be reduced. For cyclists they are less of a danger than a single hump at the mouth of a side road junction in that the ramp is met before the cyclist turns. For pedestrians with a visual handicap raised junctions can be a problem as they cannot differentiate the footway from the carriageway, which is why the Department employs tactile surfaces to mark the edges of the carriageway for which it is responsible. Local authorities are recommended to take similar action on their roads. Disability Circular 1/91 contains advice on this.

5. 20mph Speed Limit Zones

5.1 There is considerable advantage in considering 20mph zones for areas adjacent to main routes. In particular through traffic on the main routes will be less likely to leave them if drivers are aware of the comprehensive speed reduction measures that are likely to be present in the adjacent zone.

5.2 There is a further attraction in that the requirements of the road humps regulations are far more relaxed in 20mph zones. For instance, warning signs for the humps are not required, which can be a considerable cost saving, particularly as the 20mph zone signs do not have to be illuminated.

5.3 Authorities should have regard to Circular Roads 4/90 as to the manner in which any application for a 20mph zone should be made. The Traffic Advisory Unit leaflet 7/91 provides further information regarding these zones.

5.4 It needs to be stressed that before permanent consent is given it has to be demonstrated that the "average speed" (see Circular Roads 4/90 for how this is measured) must not exceed 20mph. This will of necessity require close spacing of speed reducing features, whether road humps or others, of between 40m and 60m, which in turn can add to the overall cost of schemes.

6. Provision for cyclists, pedestrians and people with disabilities

6.1 As referred to in previous paragraphs, not all traffic calming measures are necessarily of complete benefit to vulnerable road users, unless careful consideration is given to the problems that might arise because of the design of the feature, its location, and the materials used.

6.2 Often with little or no increase in costs, measures can be modified so that vulnerable road users are not inconvenienced or put at risk. It is therefore very appropriate that designers should take these considerations into account when designing traffic calming schemes associated with priority routes.

6.3 The choice of suitable materials, and avoiding designs which can create hazards, however slight, is essential for all vulnerable road users, as is the proper maintenance of features once they have been installed. This is particularly relevant to any planting that might have been provided, and that regular maintenance is carried out so that its growth is not allowed to obscure sight lines or by overhanging cause a potential hazard to arise.

6.4 A large and growing proportion of the pedestrian population is elderly and many others have mobility difficulties including impaired sight and hearing. Wherever pedestrian measures are introduced and particularly where these involve common use of space with cyclists, the needs of elderly pedestrians and of those with disabilities must be taken into account. Unless adequate care is taken many vulnerable pedestrians in this group may lose their confidence and their independent mobility. See also Traffic Advisory Leaflet 4/90.

Measures to help the movement of buses

1. Detailed guidance on the introduction of measures to assist the movement of buses is included in Local Transport Note 1/91, "Keeping Buses Moving", available from HMSO. Some of the principal measures and points to consider are:

- (i) Withflow bus lanes which might be brought up to traffic signal stop lines if left-turning traffic can be accommodated safely and the capacity of the road as a whole would not be reduced. This concept is particularly relevant where a long length of bus lane is interrupted by a number of junctions. Times of operation will be important in areas where there is competition for road space, eg for loading. Cyclists, London taxis, and coaches should continue to be allowed in London's withflow lanes including those on red routes unless there are exceptional reasons for excluding them.
- (ii) Contraflow bus lanes are useful to assist buses to provide more attractive and economic services by avoiding unnecessary diversions, maintaining route patterns when new one-way streets are introduced, and gaining better access to business and shopping areas.
- (iii) Bus stop protection can be provided by marking a suitable length of the carriageway with no stopping or waiting lines from which buses can be made exempt. This will allow the bus to pull in close to the kerb, thus helping passengers to board and alight without walking into the road. This is very important for elderly and disabled people. Allowing the bus to stop closer to the kerb will also minimise the obstruction to the flow of other traffic. Where parking or loading is permitted at all times on one or both sides of the bus stop, provision of a bus boarder (by extending the footway approx one metre into the carriageway) can assist in keeping the bus stop clear of other traffic.
- (iv) Exemption from prohibited turns which can be of great assistance to buses. Any such measures should however be carefully balanced against any possible delays to other traffic on the red route.

- (v) Selective detection equipment is already being installed in London outside the central Urban Traffic Control area to give buses priority at traffic signals.

THE SECRETARY OF STATE'S PRINCIPAL OBJECTIVES FOR CAPITAL EXPENDITURE ON LOCAL ROADS AND PARKING (AS SET OUT IN LOCAL AUTHORITY CIRCULAR 1/91)

The Secretary of State's principal objectives for capital expenditure on local roads and parking are to enable local highway authorities to:

- (a) improve their roads to gain economic benefits through the reduction of journey times and new or improved access to industrial and commercial development, and to reduce accidents in the most environmentally acceptable way;
- (b) improve safety and the environment by attracting through traffic away from unsuitable roads to new or improved alternative routes¹;
- (c) improve the management of traffic particularly in urban areas, through new or improved traffic control measures and other techniques;
- (d) bring about economic revival in inner cities by improving access to and within them, and by relieving traffic congestion so that they are more attractive places for people to live and work in;
- (e) carry out local safety schemes (low-cost highway engineering measures designed to reduce the number of personal injury accidents);
- (f) carry out structural maintenance of the carriageways on the Primary Route Network and assess and strengthen highway structures on all local roads to ensure their full and safe use and in order to meet the increased traffic flows and heavier lorries expected in the second half of the 1990s;

¹ The advice in Circular 2/82 "Lorry Controls" is still relevant. This advice applies also to reducing nuisance caused by lorries that serve local businesses or communities. Following the conclusion of the Lorry Management Study, co-sponsored by the Department, the Civic Trust and the County Surveyors' Society, the "Lorries and Traffic Management" manual was issued to local highway authorities in January 1990. This contains advice on low cost traffic management schemes to lessen the detrimental effects of lorries (see section 4).

- (g) make better provision for the needs of pedestrians, pedal cyclists and other vulnerable road users, with special regard to their safety;
- (h) make better provision for the needs of public transport through capital investment on the road network and where appropriate traffic priority measures; and
- (i) provide new or improved parking facilities where the economic or environmental return is high but where finance from the private sector is unavailable or insufficient.

ROAD TRAFFIC ACT 1991

**Determination under section 74(7) of the Road Traffic Act 1991.
Publication of the levels of additional parking charges.**

The Secretary of State for Transport, in exercise of the power conferred by section 74(7) of the Road Traffic Act 1991, hereby determines that the London authorities shall publish notice of the levels of additional parking charges which he has approved in accordance with the provisions of section 74(4) of that Act in the London Gazette at least 14 days before they come into force and place a copy of the approved levels of charges on deposit at the Council offices. He also determines that the publication notice shall contain a statement of the general nature and effect of the approval, particulars of the approved levels of charges, the date of their coming into force and a brief description of the areas in which they will apply.

Dated 1992

An Assistant Secretary in
the Department of Transport

Determination under section 63A(4) of the Road Traffic Regulation Act 1984. Uniforms of local authority parking attendants to be worn when exercising prescribed functions in Greater London.

1. The Secretary of State for Transport, in exercise of the power conferred by section 63A(4) of the Road Traffic Regulation Act 1984, hereby determines that when local authority parking attendants are exercising prescribed functions in Greater London, they shall wear the following articles of clothing:-

- (i) standard colour trousers, skirt or dress;
- (ii) standard colour tunic or long-sleeved pullover - except in hot weather;
- (iii) standard colour shirt;
- (iv) standard colour tie or cravat - except in hot weather;
- (v) standard colour hat or turban.

2. Parking attendants may wear standard colour raincoat, overcoat, anorak or waterproof oversuit.

3. Parking attendants' uniform shall bear the following distinguishing marks:-

- (i) if a standard colour hat is worn a standard colour band:-
 - (a) bearing the words "PARKING ATTENDANT" in letters not less than 15mm high, or
 - (b) on which is affixed a metal badge bearing the words "PARKING ATTENDANT" in gilt letters not less than 4mm high.
- (ii) if a turban is worn, a metal badge bearing the words "PARKING ATTENDANT" in gilt letters not less than 4mm high;
- (iii) on each shoulder of each outer garment, a standard colour shoulder flash bearing the words "PARKING ATTENDANT" in letters not less than 11mm high; and
- (iv) on each outer garment, a number to identify the parking attendant, which may contain letters as well as numerals.

4. A shoulder flash shall also contain the name of the relevant borough on whose behalf the parking attendant is acting, above the words "PARKING ATTENDANT" in similar lettering.

5. "Standard colour" means the colour determined by the local authority.

6. The uniforms shall be readily distinguishable from those worn by the police and traffic warden services.

Dated 1992

An Assistant Secretary in
the Department of Transport

SIGNS MARKING THE BEGINNING AND END OF RED ROUTES AND INDICATING RED ROUTE CLEARWAYS

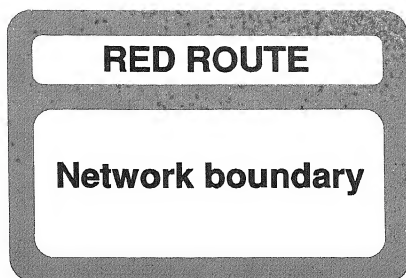


FIGURE 1:

SIGN INDICATING START OF RED ROUTE

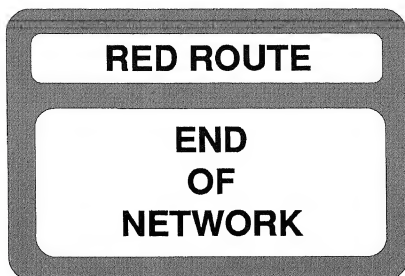


FIGURE 2:

SIGN INDICATING END OF RED ROUTE

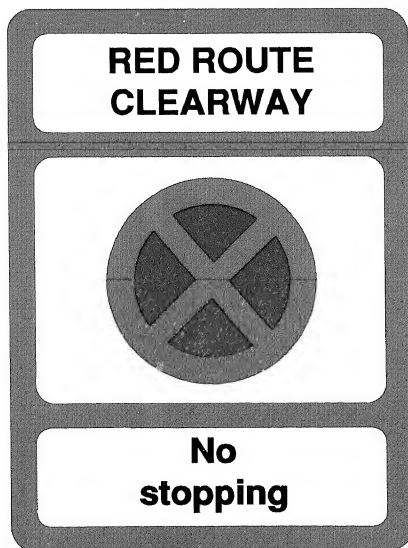


FIGURE 3:

SIGN INDICATING RED ROUTE CLEARWAY

FIGURE 4

RED ROUTE CONTROLS IN AREAS WHERE STOPPING, LOADING AND UNLOADING NEED TO BE CONTROLLED

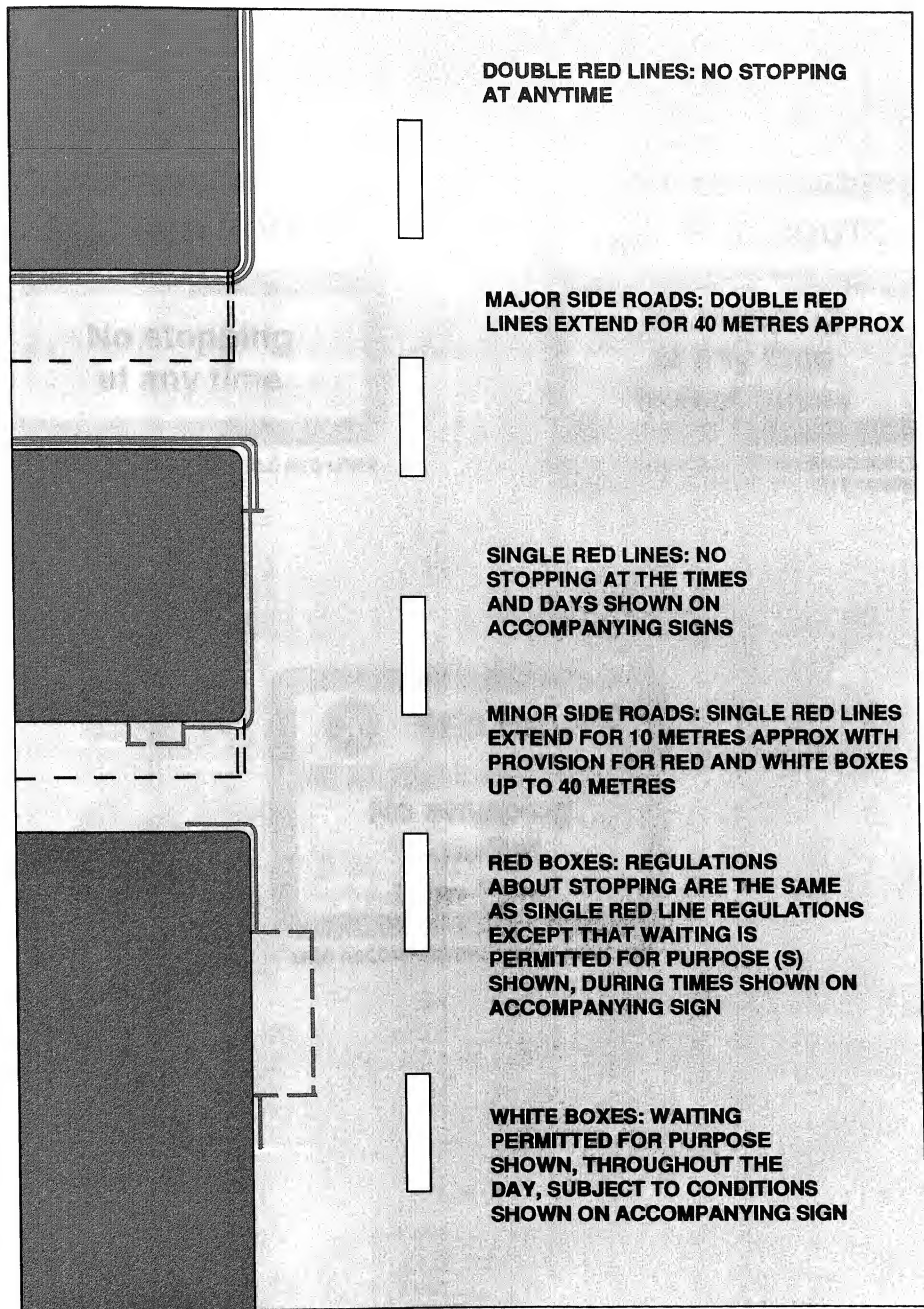


FIGURE 5:

EXAMPLES OF SIGNS ACCOMPANYING RED LINES



SIGN ACCOMPANYING DOUBLE RED LINES



VARIANT OF SIGN ACCOMPANYING DOUBLE RED LINES FOR USE AT BUS STOPS OR STANDS



SIGN ACCOMPANYING SINGLE RED LINES

FIGURE 6:

**EXAMPLES OF SIGNS INDICATING CONTROLS IN
RED BOXES**



**LIMITED PERMITTED PARKING DURING TIMES
SHOWN**



**LIMITED EXCLUSIVE PROVISION FOR LOADING/
UNLOADING DURING TIMES SHOWN**

FIGURE 7:

**EXAMPLES OF SIGNS INDICATING CONTROLS IN
RED BOXES**



**UNLIMITED PERMITTED PARKING FOR ORANGE
BADGE HOLDERS' EXCLUSIVE USE DURING TIMES
SHOWN**



SHARED LIMITED USE DURING TIMES SHOWN

FIGURE 8:

EXAMPLES OF CONTROLS AT WHITE BOXES



**PERMITTED PARKING, MAY BE FREE, METERED
OR PAY AND DISPLAY THROUGHOUT THE DAY**



**ALLOWED LOADING/UNLOADING THROUGHOUT
THE DAY**

FIGURE 9:

EXAMPLES OF CONTROLS AT WHITE BOXES



**UNLIMITED PERMITTED PARKING FOR ORANGE
BADGE HOLDERS' EXCLUSIVE USE**



SHARED LIMITED USE THROUGHOUT THE DAY

LOCAL AUTHORITY CIRCULAR 5/92 - TRAFFIC IN LONDON: TRAFFIC MANAGEMENT
AND GUIDANCE

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CORRECTION

see attached replacement pages for pages 36,37 & 42-44

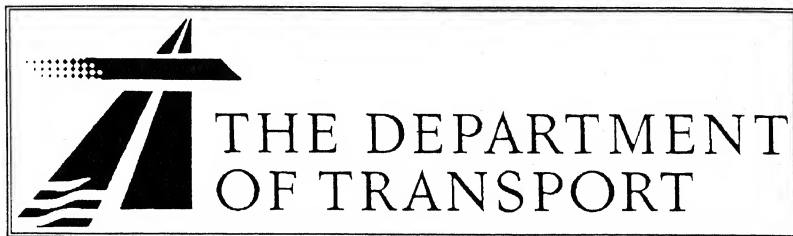
Department of Transport
September 1994
LONDON:HMSO

TRAFFIC IN LONDON

AMENDMENTS TO LOCAL AUTHORITY CIRCULAR 5/92 -
TRAFFIC MANAGEMENT AND PARKING GUIDANCE

REPLACEMENT PAGES 36, 37, 42, 43 AND 44
FOR LOCAL AUTHORITY CIRCULAR 5/92

SEPTEMBER 1994



Single red lines

7.6 Single red lines are likely to be appropriate when stationary vehicles would cause danger, obstruct traffic or give rise to congestion during the daytime, normally between 0700 or 0800 hours (depending upon when traffic starts building up) and 1900 hours on Mondays to Saturdays. On certain routes, the days of operation could be reduced to Mondays to Fridays or may need to be extended to include Sundays if traffic conditions require it, for example if there is extensive Sunday shopping nearby. Single red lines will therefore normally be appropriate between junctions on stretches of the routes where the carriageway is narrow but where volumes of traffic fall at certain times. It will also be appropriate to extend them around corners onto minor side roads, normally for 10 metres, for the same reasons that it will be appropriate to extend double red lines around major side roads.

Red boxes

7.7 Where single red line controls do not need to apply at all hours throughout the working day, and there is a demand for vehicles to stop for access to frontage premises, the kerbspace should be allocated to meet that demand as far as practicable. The space should be marked out clearly on the carriageway in red boxes. The signs accompanying the boxes should indicate which activities can be undertaken and under what conditions. It is expected that generally such allocation will be between peak periods, but there might be circumstances where it would be possible to allocate kerbspace during the morning or afternoon peak periods depending upon the prevailing traffic flows at the time. Traffic conditions might also make it appropriate for red line controls to apply at some places outside the normal working day.

7.8 Because the available space inside these boxes is likely to be scarce, the stopping periods should be limited, normally to 20 minutes for loading and unloading and 20 minutes or 1 hour for short term non-designated parking depending on local circumstances. Parking facilities in red boxes should be free. Because of the difficulties of enforcing and signing, the Secretary of State does not envisage that it would be practicable to designate parking places in red boxes. Provision for free short-term parking should be made in the Red Route "no stopping" traffic orders by way of exemptions from the provisions of those orders. In general, if nearby premises need to be serviced from the red route, it will be appropriate to bias this space towards loading and unloading activities; if space is less restricted and premises have their own off-street servicing facilities it may be appropriate to bias it towards short term parking. It will also be appropriate to consider the needs of people with disabilities (see paragraphs 7.15 and 7.16 below).

White boxes

7.9 If red line controls are not needed to prevent congestion or protect safety, kerbspace should be allocated positively to

satisfy local needs where they exist. In these cases the boxes should be marked out on the carriageway in white. The signs accompanying the boxes should indicate which activities can be undertaken and under what conditions. Where the kerbside is to be allocated for parking, it will be necessary to consider whether local needs would best be met by the provision of paid or permit parking, or whether short term free parking would better meet the particular demand. In some locations the provision of short-term free parking can serve to encourage motorists to park legally there rather than illegally on a red line. The space in white boxes, whether it is for designated or non-designated parking, or loading and unloading, should be available throughout the working day, and at other times if controls are necessary then. This will normally be appropriate at locations where the routes are wide or where there are laybys off the main carriageway. Inside the boxes, stopping should be permitted at all times of the day, subject to maximum parking or loading times or other conditions.

7.10 At certain locations, it will be impossible to accommodate the demand for parking, loading and unloading on the red routes. In these circumstances it will be appropriate to make suitable provision on adjacent side roads where demand can be met safely and without harm to the environment. This provision should not normally extend beyond 40 metres from the designated red route. Consideration should also be given to reserving some of these designated parking places for Orange Badge holders.

The red route signs

7.11 Illustrative examples of the red route signs are at Figures 5 to 9. They are designed to be clearly visible to drivers and to present them with an unequivocal message. *Local authorities should agree their signing proposals with the Traffic Director.* The Government Office for London now has responsibility for considering applications for non-prescribed signs and road markings. In conjunction with the Department of Transport and the Traffic Director for London a comprehensive authorisation for traffic signs and road markings for use on Priority (Red) Routes has been developed. This allows the new signing and road markings to be used to bring into effect the Red Route Traffic Regulation Orders needed to introduce the new controls contained in the Trunk Road Local Plans and the Local Road Local Plans approved by the Traffic Director. In the longer term methods of incorporating further variations into the comprehensive authorisation are being considered. The Secretary of State intends to prescribe the signs in regulations made under section 64 of the RTRA 1984 when the opportunity arises.

7.12 *The red route signs should be sited and mounted in accordance with guidance in the Department of Transport's Traffic Signs Manual.* The Manual provides for signs to be placed so as to minimise visual intrusion and avoid clutter, so far as that is consistent with safe signing. Red route signs should therefore be mounted on existing posts where possible and where the objectives of the signs would be met.

8. ENFORCING THE RED ROUTE PARKING CONTROLS (INCLUDING THE TREATMENT OF ORANGE BADGE HOLDERS)

8.1 The distinctive and informative red route signing system will help to minimise the scope for misunderstanding or inadvertent non-compliance. The police, local authorities and the Traffic Director will all have an interest in ensuring effective and consistent enforcement of the controls to ensure that the routes meet their objectives.

Action by the police

8.2 Breaches of the controls on red routes will, with the exception of designated parking, continue to be criminal offences. Responsibility for enforcing these criminal controls will rest with the police.

8.3 Because of the importance of red routes to the movement of traffic in London the police have indicated their intention to give enforcement on red routes priority attention. This would include obstructions, accidents, moving traffic offences (such as bus lane contraventions) and other impediments to traffic. All this action would be undertaken as part of the police's wider traffic policing responsibilities.

8.4 The police have also indicated that they will be setting clear objectives which seek to keep traffic flowing easily and safely on the red routes and objectives which seek to ensure that drivers comply with the controls to help to make this possible. They have said they will be developing enforcement standards to achieve these objectives and they recognise that their enforcement action will need to be strict. They have also said they envisage deploying a range of resources, such as motorcycle patrols, removal and wheelclamping teams and traffic wardens. These resources would provide a high profile to discourage drivers from breaching the controls and would maintain good communications so that their action could be co-ordinated effectively. Removal action is likely to be more common on red lines than wheelclamping. The traffic wardens will have a wider enforcement role, by using the new powers provided under the RTA 1991 enabling them to authorise vehicle removal and wheelclamping action.

Action by the local authorities and liaison with the police

8.5 Under the Road Traffic Act 1991, responsibility for enforcing controls at designated parking places rests with the relevant local authority. *The division of responsibility between the police and the local authorities for enforcement on red routes is:*

- *parking places in white parking boxes designated under orders made under sections 6, 9 or 45 of the*

Road Traffic Regulation Act 1984, would generally be places where some payment or permit is required to legalise the parking. Contraventions are decriminalised and enforced by the local authorities;

- *parking in red boxes should be free short term parking (ie. non-designated parking places); because of the problems of enforcement and signing, the Secretary of State does not envisage that it would be practicable to have designated parking places in red boxes;*
- *all non-designated parking, whether in white or red parking boxes, will be enforced by the police. Such parking will take place by virtue of exemptions from the red route no-stopping orders; contraventions will not be decriminalised;*
- *controls on red lines and in loading/unloading boxes (whether white or red) will be enforced by the police/traffic wardens. This should be achieved by including exemptions in the red routes no-stopping orders which would provide for stopping in loading/unloading boxes, subject to relevant controls; contraventions are not to be decriminalised.*

The local authorities should liaise with the police with a view to establishing common enforcement standards and co-ordinating operations. They may also wish to consider approaching the police to examine the possibility of sharing some aspects, eg. wheelclamping and removal operations where there could be considerable operational benefits and financial savings from shared arrangements.

Treatment of vehicles displaying an Orange Badge

8.6 Police action to remove vehicles displaying Orange Badges from roads covered by red route controls is strictly limited. Section 105 of the RTRA 1984 provides that vehicles displaying a current disabled persons' Orange Badge are exempt from wheelclamping action. Although there is no similar statutory exemption from removal action, police removal policy, reproduced in the Metropolitan Police District instructions, recognises that people with disabilities are frequently heavily or completely reliant upon their vehicles and that removal of the vehicles can cause them great distress. Police do not therefore remove vehicles displaying a current Orange Badge from red routes, or side roads covered by red route controls, unless there are emergency, security or ceremonial reasons or the vehicles are causing a serious safety hazard or obstruction. If removal action is absolutely necessary, and the driver of the vehicle cannot be located within a reasonable time,

the police remove the vehicle to a better position nearby where there is no hazard or obstruction. Whenever possible, they leave a message for the driver indicating where the vehicle is located. Only as a last resort, and where there is no better position nearby, do the police remove the vehicle to a pound. In that case they make special recovery arrangements and normally waive the recovery fee.

8.7 Section 70 of the RTA 1991 provides that vehicles displaying a current Orange Badge must not be wheelclamped at designated on-street parking places in London.

8.8 *As local authorities do not have the same responsibilities for emergencies, security and ceremonies as the police, and as waiting in "permitted" parking places should not normally create a serious hazard or obstruction, the authorities should not remove Orange Badge vehicles from these places. If very exceptionally the vehicles create a serious hazard or obstruction and removal action is absolutely necessary, then the authorities should follow similar procedures to the police as described in paragraph 8.6 above.*